



# **NAVAL POSTGRADUATE SCHOOL**

**MONTEREY, CALIFORNIA**

## **THESIS**

**INCREASING CAPACITY & CHANGING THE CULTURE:  
VOLUNTEER MANAGEMENT IN LAW ENFORCEMENT**

by

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March 2009

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**INCREASING CAPACITY & CHANGING THE CULTURE: VOLUNTEER  
MANAGEMENT IN LAW ENFORCEMENT**

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## ABSTRACT

In the post–September 11 world, law enforcement agencies are struggling to protect their communities from the threat of global terrorism, and also preparing for and responding to natural and manmade disasters. The demands on municipal law enforcement agencies have never been greater.<sup>1</sup> Today, more than ever, it is clear that volunteers can play a fundamental role in augmenting a department’s homeland security efforts. Are there best practices when incorporating volunteers into a law enforcement agency and how does law enforcement maximize its volunteer effort? This thesis set out to answer the question: *How does a designated Volunteer Coordinator impact mission performance in a law enforcement agency's volunteer program?* Furthermore, the research will address the role of volunteers in law enforcement, including how volunteers can augment an agency’s homeland security strategic plan.

Research included a survey, literature review, and case study. Although the research and survey data do not provide incontrovertible proof that a Volunteer Coordinator is a necessity to a volunteer program, there is sufficient evidence to show that a volunteer program is more effective when properly managed and led.

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<sup>1</sup> Bureau of Justice, Volunteer Programs. Enhancing Public Safety by Leveraging Resources: A Resource Guide for Law Enforcement Agencies (Washington, D.C.: Department of Justice, 2006), i.

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## EXECUTIVE SUMMARY

The September 11, 2001, terrorist attacks on the United States and the devastating results of Hurricane Katrina had far-reaching consequences for law enforcement agencies. Police departments nationwide quickly learned that responding to a terrorist attack or natural disaster would place tremendous strain on their resources, specifically the number of personnel available to assist. Volunteers were quick to answer the call to service by helping victims and assisting first responders. These events have demonstrated that volunteers are an invaluable resource in augmenting a law enforcement agency's homeland security strategic plan along with disaster preparation, response and recovery plans.

The researcher set out to answer the question, *How does a designated Volunteer Coordinator impact mission performance in a law enforcement agency's volunteer program?* The starting point was a survey of 337 California law enforcement agencies. The survey was designed to capture data based on two criteria: volunteer program information and volunteer management information. Responses were received from 113 agencies or 33.53 percent.

The results of the survey showed that the vast majority of participating agencies, 90.2 percent, either strongly agreed or agreed with the statement, "A Volunteer Coordinator in a law enforcement agency is a necessary component of a successful volunteer program." However, the data from the research showed that only 8.9 percent of responding agencies actually had a full-time designated Volunteer Coordinator. Most agencies cited expense as the reason for not implementing this position and almost half, 45.2 percent, cited the size of the volunteer program as the reason for not implementing a full-time Volunteer Coordinator position. This leads one to pose the following question: If there was a full-time Volunteer Coordinator, wouldn't there be more volunteers in an agency? A total of 86.3 percent of respondents agreed that volunteers are a resource to

augment law enforcement's homeland security related duties, yet only 44.6 percent actually utilize volunteers in this capacity although 97.3 percent of respondents have a volunteer program.

A suggested solution to increase the number of volunteers in a law enforcement agency and also increase volunteer retention, integration, training, hours served, and volunteer homeland security related opportunities is the implementation of a full-time designated Volunteer Coordinator. This thesis suggests that to fully leverage the benefits of civilian volunteers in a law enforcement agency, a critical first step is to designate a specific individual to manage the volunteers. This is a key position in leveraging the resources of a department and is essential to the success of a volunteer program. A case study of the Pasadena Police Department Volunteer Services Program is used as an example to show how volunteers can be fully integrated into the daily activities of a law enforcement agency and also assigned specific duties related to homeland security. Additionally, this case study provides specific analysis of the benefits and cost versus value received with the implementation of a full-time designated Volunteer Coordinator.

Primary issues along with recommendations are provided to assist law enforcement executives who are trying to decide whether volunteers should be integrated into their existing homeland security strategic plans.



## **ACKNOWLEDGMENTS**

This thesis is dedicated to the men and women of the Pasadena Police Department Volunteer Services whom I had the distinct honor of working with as the department's first full-time designated Volunteer Coordinator. Your willingness to give so freely of your time and knowledge, along with your dedication to the department has been a constant source of inspiration. I will always be grateful that I had opportunity to serve you.

While there are many people to thank for their support, encouragement and guidance during this program, there is no one more important than my husband. Stephen, you are, and have always been, my rock and biggest fan. No matter what endeavor I have pursued during our thirty plus years of marriage, you have always said, "Do it." You have put up with career changes, educational goals, time away from home, and too many nights and weekends hearing, "I can't, I have schoolwork to do." Thank you for your love, patience, encouragement and laughter. I love you.

My participation in this program began with the support and sponsorship of the Pasadena, California, Police Department. I wish to thank Bernard K. Melekian, Chief of Police, for first suggesting that I apply to this program and for his encouragement and support throughout the process. Also, Christopher O. Vicino, Deputy Chief, thank you for your enthusiasm for this program. It was highly motivating. I will always be humbled by the opportunities, support, and encouragement that you have both provided me.

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## **I. INTRODUCTION**

I ask you to be citizens; citizens, not spectators; citizens, not subjects; responsible citizens, building communities of service and a nation of character.<sup>2</sup>

President George W. Bush  
Inaugural Address, January 20, 2001

### **A. PROBLEM STATEMENT**

In the post-September 11 world, law enforcement agencies are struggling to protect their communities from the threat of global terrorism, and also preparing and responding to natural and manmade disasters. The demands on municipal law enforcement agencies have never been greater.<sup>3</sup> Today, more than ever, it is clear that volunteers can play a fundamental role in augmenting a department's homeland security efforts. As world events continue to unfold, the need for volunteers is evident, and the scope of services volunteers provide for law enforcement agencies continues to grow. While there are those who may debate whether volunteers should participate with law enforcement in the war on terrorism or disaster preparedness and response, the fact is that law enforcement has slowly begun to utilize volunteers in this capacity. These departments recognize the value of volunteers and have the strategic imagination to incorporate this resource into their homeland security-related duties.

At this moment in the nation's history, America is engaged in an ongoing battle against terrorism, aging infrastructure, the continuing threat of natural disasters, and the current economic downturn. The battle is being fought overseas by military forces and in the homeland by public safety professionals such as law enforcement, fire, public health, and many citizen volunteers. As a first responder to a terrorist attack, law enforcement

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<sup>2</sup> USA Freedom Corps, *Answering the Call to Service*, (Washington, D.C.: The White House, 2008), 9, USA Freedom Corps, [http://www.usafreedomcorps.gov/media/pdf/09\\_0908\\_usafc\\_report](http://www.usafreedomcorps.gov/media/pdf/09_0908_usafc_report) (accessed March 30, 2009).

<sup>3</sup> Bureau of Justice, *Volunteer Programs*, i.

will find itself on the front lines of the battle. It will not prepare for, or engage in, this battle without designated leaders. To fully leverage law enforcement volunteers, the same leadership requirement should be met.

An informal survey was conducted by this researcher in 2007 at a training class sponsored by the Volunteers in Police Services program. The training focused on how law enforcement could best utilize volunteers in a disaster response plan. The question asked was, “How many of the attending Volunteer Coordinators had the sole department duty of managing their volunteer program?” Only two out of the approximately 40 law enforcement agencies attending had a designated full-time Volunteer Coordinator. Thirty-eight of those polled said that managing their respective volunteer program was a collateral duty and that they felt there was not sufficient time allowed to manage the volunteers or the volunteer program. Most cited lack of agency knowledge of the importance of the position of a full-time Volunteer Coordinator as the reason.<sup>4</sup>

This thesis will attempt to address how a full-time designated Volunteer Coordinator impacts mission performance in a law enforcement agency.

Law enforcement executives should address four issues in order to assess their agency’s volunteer program. First, is their agency utilizing civilian volunteers? Second, are the agencies that presently engage volunteers capitalizing on this voluntary resource when staffing the many collateral duties related to the homeland security effort? Third, and, more importantly, is the issue of volunteer leadership. Do law enforcement agencies have full-time Volunteer Coordinators to oversee their volunteer programs? Why or why not? Lastly, do the volunteers and their coordinator have sustained support from their agency’s leadership in order to maintain a level of volunteer involvement and to have a sustainable program?

## **B. RESEARCH GOAL**

The goal of this research paper is twofold. First, it is to answer the question: *How does a designated Volunteer Coordinator impact mission performance in a law*

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<sup>4</sup> Informal survey conducted by author in January 2007.

*enforcement agency's volunteer program?* Second, this thesis will examine the current level of integration of law enforcement volunteers in homeland security-related duties and analyze the issues related to this involvement.

### **C. PRACTICAL SIGNIFICANCE OF THE PROJECT**

This study proposes an alternative approach to the status quo of volunteer involvement and volunteer management in law enforcement. The research will provide real-life examples of how law enforcement volunteers are currently assisting in homeland security duties and also examine the strengths and challenges associated with using volunteers in this capacity. Additional research along with survey data will examine the impact of a full-time designated Volunteer Coordinator in a law enforcement agency. This research will examine costs, productivity, outcomes, benefits, and challenges and will perhaps encourage some law enforcement agencies to invest in a full-time Volunteer Coordinator.

The consumers of this research are law enforcement executives and other municipal public safety agencies that utilize volunteers in any capacity. This research project will serve as a resource and model for other agencies that currently have, or are planning to engage, volunteers in homeland security or other organizational duties.

### **D. METHODOLOGY**

The central subject of research for this thesis is volunteer management in law enforcement. Additionally, this thesis will address the role of volunteers in law enforcement, and particularly, how volunteers can augment an agency's homeland security strategic plan. Although a law enforcement agency can have a volunteer program without a full-time designated Volunteer Coordinator, the question this thesis seeks to answer is: *How does a designated Volunteer Coordinator impact mission performance in a law enforcement agency's volunteer program?*

Through a comprehensive literature review, this study examines the history of volunteer management, lessons learned, and best practices. The literature specific to volunteer management in law enforcement is sparse, perhaps due to the relative newness

of the model. However, the concepts and principles associated with volunteer management in other organizations provide a strong foundation for law enforcement executives to evaluate whether or not a designated Volunteer Coordinator would be beneficial to their agency.

The second phase of research involved a survey of the 337 California police agencies. The survey was conducted from August 2008 through December 2008. California law enforcement was selected due to the relatively large number of volunteer programs (227) registered within the state with the Volunteers in Police Services program and because it is the home state of the researcher. This survey was designed to assess the current level of use of volunteers and the level of involvement of Volunteer Coordinators in local law enforcement agencies. The survey was distributed via an on-line commercial survey program. One hundred and thirteen agencies (33.53 percent) responded and their data were analyzed question by question.

The third component of research is a case study of the Pasadena Police Department's Volunteer Services Program. The study is a historical review of the program and its challenges, organization, program descriptions, costs and benefits, and the contributions of the volunteers. This case study also compares the differences in the Volunteer Services Program both with and without a Volunteer Coordinator.

## **E. ORGANIZATION**

Chapter I addresses the problem, identifies the goal of the research, and defines the significance of the project. Chapter II is an extensive literature review that is divided into three categories; volunteerism, management/leadership of volunteers, and volunteers in law enforcement. The literature is primarily academic but also includes books and journal articles related to volunteer organizations within the public and private sector. However, there is limited literature on the more recent trend of law enforcement volunteers assisting agencies with homeland security duties. Collectively, the literature presents a clear picture of the dynamics of why people volunteer, the benefits to an organization that utilize volunteers, and the need for proper management of volunteers.

Chapter III provides current examples of law enforcement volunteer efforts in homeland security and strives to illustrate the considerable value volunteers can add to a law enforcement agency when, or if, allowed.

Chapter IV is an analysis of a survey of the California Police Chiefs Association on volunteers and volunteer management. Chapter V follows with a case study of the Pasadena, California, Police Department's volunteer program before and after the implementation of a full-time designated Volunteer Coordinator. Chapter VI covers recommendations for volunteer program policies, a volunteer program outline and a job description for a Volunteer Coordinator in a law enforcement agency. Chapter VII is the conclusion of this research project.

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## II. LITERATURE REVIEW

### A. VOLUNTEER DEFINED

In order to understand the need for proper management of volunteers, one must first have an understanding of what a volunteer is, why someone volunteers, and what a volunteer expects from the experience. In her book, *Meaning Well is not Enough – Perspectives on Volunteering*, Jane M. Park defines a volunteer:

A volunteer is an individual who chooses to participate in activities perceived by that person to promote human welfare, human dignity, and social justice when those activities are not the source of one's livelihood, require involvement beyond what is expected of all citizens (e.g., voting) or of all members of an organization (e.g., paying dues), and are conducted in a manner consistent with the ideals of a free, democratic, pluralistic society.<sup>5</sup>

Law enforcement volunteers perform services for a department without promise, expectation, or receipt of compensation.<sup>6</sup> Most people give similar reasons for volunteering. They volunteer to help others, achieve personal growth, learn new skills, gain work experience, and help a cause they believe in.

Victor H. Vroom's "expectancy theory" affirms that individuals are influenced to engage in particular activities by their perception that the performance of the activity is likely to be successful, that the performance will be recognized and rewarded, and that the outcome will have positive personal value.<sup>7</sup> Authors James C. Fisher and Kathleen Cole have suggested that volunteers are likely to engage in a valued activity in which

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<sup>5</sup> Jane M. Park, *Meaning well is not Enough – Perspectives on Volunteering* (New Jersey: Groupwork Today, Inc. 1983), 5.

<sup>6</sup> Nancy Kolb, Law Enforcement Volunteerism: Leveraging Resources to Enhance Public Safety, *Police Chief Magazine* 72, no. 6, (June 2005), Police Chief Magazine, [http://www.policchiefmagazine.org/magazine/index.cfm?fuseaction=display&article\\_id=609&issue\\_id=62005](http://www.policchiefmagazine.org/magazine/index.cfm?fuseaction=display&article_id=609&issue_id=62005) (accessed December 31, 2008).

<sup>7</sup> Victor H. Vroom, *Work and Motivation* (New York: Wiley, 1964).

they believe they can be successful and for which they will be recognized and rewarded.<sup>8</sup> By gathering information about volunteers' expectations in a systematic fashion, leaders of programs and organizations can identify the benefits anticipated by prospective volunteers and can then place those volunteers in positions that meet their expectations and help the organization.

## **B. VOLUNTEER MANAGEMENT**

The role of the volunteer manager has largely been taken for granted. Those in the field have most likely heard the myths surrounding their profession. A few of the most common are: volunteers are free; anyone can manage volunteers; one does not need much time to manage volunteers (i.e., do it off to the side of one's desk); professional staff is not required to manage volunteers (i.e., volunteers can manage themselves and will just show up automatically); and volunteer management is a luxury the organization cannot afford.<sup>9</sup>

In an article for the *Journal of Voluntary Action Research*, Susan J. Ellis wrote, "As a professional endeavor, volunteer program management is less than 20 years old. While volunteers have been around since the days of the Mayflower, formal volunteer programs with trained leadership are a recent development."<sup>10</sup> Volunteer management is often an undervalued job although in most organizations a Volunteer Coordinator is critical to effectively fulfill the needs of the volunteers and the organization.

In a study on volunteers in state agencies conducted by Jeffery L. Brudney and J. Edward Kellough and published in the *Nonprofit and Voluntary Sector Quarterly*, the findings suggested that larger state agencies are more likely to turn to volunteers to assist in service delivery. However, to realize the full benefits of volunteers, there must be an investment in sound volunteer program management. If agency leaders are serious about

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<sup>8</sup> James C. Fisher and Kathleen Cole, *Leadership and Management of Volunteer Programs: A Guide for Volunteer Administrators*, 1<sup>st</sup> ed. (San Francisco: Jossey-Bass, 2000), 19.

<sup>9</sup> Action without Borders, "What is Volunteer Management?" Idealist, <http://www.idealists.org/en/vmrc/whatisvm.html> (accessed November 15, 2007).

<sup>10</sup> Susan J. Ellis, "Research on Volunteerism...What Needs to Be Done," *Journal of Voluntary Action Research* 14, no. 2-3 (April-September 1985):11-14, Energize, Inc., <http://www.energizeinc.com/art/jnee.html> (accessed November 23, 2007).

maximizing the benefits from using volunteers, then they must develop the volunteer program to organize and effectively manage these novel human resources. In another survey on volunteers in state government, it was mentioned that the program characteristics cited most frequently by the personnel managers were necessary training for volunteers and the presence of a Volunteer Coordinator.<sup>11</sup> It is the responsibility of the Volunteer Coordinator to make it possible for the volunteers to give as much as they can give. This means that one needs to determine where they fit, how their skills can be applied and what they need to do the work.

The Volunteer Coordinator must be a good leader. An article entitled “Demand Excellence” from the volunteer newsletter of Volunteer Pro, an online Volunteer Management Training website, discusses the importance of a qualified Volunteer Coordinator. The article states that the role of a Volunteer Coordinator is much like that of a college coach or a law enforcement recruiter — to find and develop the best possible volunteers. The task is to encourage the volunteers and help them reach their goals. Volunteers arrive fired up to perform a job that will make a difference and they have a desire to create positive change for people. They are willing to do the tasks that will make that difference. So, what happens? Many times it is the lack of leadership or organizational commitment that dampens their enthusiasm.<sup>12</sup> The article concludes by summarizing that volunteers want a leader who they can trust, a leader who quite literally “walks their talk.”<sup>13</sup> A leader cannot be a person who says one thing, but does another. Volunteers look up to their volunteer leader; they expect to see commitment and honesty. People expect the leader to be committed to the mission of the organization and to the volunteer program. People do not follow uncommitted leaders. Commitment inspires and draws people to a leader who believes in their cause. Commitment must also be shown by the agency in which the volunteers serve.<sup>14</sup>

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<sup>11</sup> Jeffrey L. Brudney and J. Edward Kellough, “Volunteers in State Government: Involvement, Management, and Benefits,” *Nonprofit and Voluntary Sector Quarterly* 29 no. 111 (2000):111-130. Sage Publications, <http://nvs.sagepub.com/cgi/reprint/29/1/111> (accessed January 15, 2008).

<sup>12</sup> Brudney and Kellough, “Volunteers in State Government,” 111-130.

<sup>13</sup> Ibid

<sup>14</sup> Brudney and Kellough, “Volunteers in State Government,” 1-2.

According to a 1998 research study conducted by the United Parcel Service, the primary reason people stop volunteering is poor management practices. The results of this study noted:

The findings reflect that the American public sees the inefficient management of volunteer time as a basic obstacle to increased volunteerism. Time is the most limiting factor in volunteering and volunteers expect the time they donate to be well managed. The findings substantiate a crisis in volunteer management. Too many potential and active volunteers are turned off by what they regard as inefficient use of their time.<sup>15</sup>

In order to lead people, one must learn to serve them.<sup>16</sup> When an organization serves its volunteers, it prospers. One basic way to serve volunteers is to provide them with good supervision. Many organizations have only a part-time Volunteer Coordinator. Others pile so many responsibilities on the volunteer managers that the time spent with volunteers becomes minimal. Presumably, this is done to save costs, but it ends up costing the organization much more.<sup>17</sup> This is exemplified even more so in volunteer organizations because the “workers” are not compelled to work; they may quit anytime they are unhappy; they may function only at limited capacity if not guided properly.<sup>18</sup>

Research shows that key leadership responsibilities include setting direction, encouraging others to share that agenda, and inspiring others to help accomplish it.<sup>19</sup> In addition, the Volunteer Coordinator is often required to serve as an advocate for the volunteer effort within an organization, removing obstacles so that the vision may be articulated and achieved. Frequently, the board, executive, and other leaders hold a vision for the entire organization. In that case, the Volunteer Coordinator supports the

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<sup>15</sup> U.S. Parcel Service, *Managing Volunteers: A Report from United Parcel Service* (1998), 1-37, U.S. Parcel Service, [http://community.ups.com/downloads/pdfs/1998\\_survey.pdf](http://community.ups.com/downloads/pdfs/1998_survey.pdf) (accessed November 15, 2007).

<sup>16</sup> Shar McBee, *To Lead is to Serve: How to Attract Volunteers and Keep Them* (SMB Publishing, Inc., 2002).

<sup>17</sup> Ibid., 25.

<sup>18</sup> Arthur R. Pell, *Recruiting, Retaining, and Motivating Volunteers* (New York: Pilot Industries, 1989), 37.

<sup>19</sup> Fisher and Cole, *Leadership and Management of Volunteer Programs*, 111-120.

organization's vision and participates in its achievement as it involves the volunteer program. However, the Volunteer Coordinator must also envision the future of the volunteer program within the organization and develop the means through which the vision is realized.<sup>20</sup> The Volunteer Coordinator has to be able to "manage up" regarding the direction of the volunteer program.

In their book, *Leadership and Management of Volunteer Programs: A Guide for Volunteer Administrators*, James Fisher and Kathleen Cole address the need for volunteer management. They wrote that regardless of the structural arrangement chosen to house the volunteer effort, the program should have a designated position with overall responsibility for management and representation of the volunteers. The manner in which the program is staffed sends a forceful message to employees regarding the significance attached to the volunteer program by organizational leadership.<sup>21</sup> Fisher and Cole conclude that the struggle for resources, whether it is financial resources or the personnel resources of volunteers, necessitates strong leadership and sound management. A well-run program conveys an organization's commitment to its mission.<sup>22</sup>

In his book, *Volunteers: How to Find Them-How to Keep Them*, Mike Haines wrote that when considering the numerous characteristics and details involved in a volunteer program, it is essential to have a designated Volunteer Coordinator to ensure that the program runs efficiently. The amount of work involved in this position should not be underestimated and should be a full-time position or the responsibility of someone who has a great deal of extra time and commitment.<sup>23</sup>

### **C. VOLUNTEERS IN LAW ENFORCEMENT**

The majority of the literature on the use of volunteers and volunteer programs specific to law enforcement is gathered from websites, internal documents, magazine

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<sup>20</sup> Fisher and Cole, *Leadership and Management of Volunteer Programs*, 111-120.

<sup>21</sup> Ibid.

<sup>22</sup> Ibid.

<sup>23</sup> Mike Haines, *Volunteers: How to Find Them-How to Keep Them* (Vancouver: Volunteer Action Resources Center, 1977), 11.

articles, and literature produced specifically by the government agency assigned to the Volunteers in Police Services Program or personal conversations. These documents and conversations provide only the basic descriptive information rather than analytical or more scholarly discussions.

### **III. INCORPORATING CIVILIAN VOLUNTEERS INTO A HOMELAND SECURITY ENVIRONMENT**

Using civilian volunteers to assist in war efforts is not a new trend. When America entered World War II, 50,000 United States Coast Guard Auxiliary members joined the war effort by guarding waterfronts, carrying out coastal picket patrols, rescuing survivors from scuttled ships and doing anything else they were asked to do.<sup>24</sup>

The Coast Guard "Reserve" was authorized by an act of Congress on June 23, 1939. The Coast Guard was given a legislative mandate to use civilian volunteers to promote safety on and over the high seas and the nation's navigable waters. The Coast Guard Reserve was then a non-military service comprised of unpaid, volunteer U.S. citizens who owned motorboats or yachts. Since then, tens of thousands of men and women of the U.S. Coast Guard Auxiliary have spent millions of volunteer hours helping the U.S. Coast Guard carry out its mission.<sup>25</sup>

As law enforcement agencies are called upon to provide more essential services in defense of homeland security, prevention and preparation, perhaps it is time to look to the successes of the Coast Guard Auxiliary. In today's world of shrinking municipal budgets, law enforcement is faced with having to do more with less, while at the same time being tasked with fighting the war on terror. Police departments have anti-terrorism and counter-terrorism plans, disaster preparedness, prevention, and response plans. The question remains as to how a municipal law enforcement agency can implement these plans with limited personnel and financial resources. Even if an agency is fully staffed, does it have all the necessary means to face a terrorist attack or natural disaster?

As investors in the security of their own community, many citizens are driven to actively participate in any way they can. The war on terrorism is turning the societal mission into a culture of preparedness and participation. One needs only look to 9/11 and

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<sup>24</sup> U.S. Coast Guard Auxiliary, "America's Volunteer Lifesavers," Coast Guard Auxiliary Association, [http://nws.cgaux.org/visitors/about\\_the\\_auxiliary/index.html](http://nws.cgaux.org/visitors/about_the_auxiliary/index.html) (accessed January 17, 2009).

<sup>25</sup> Ibid.

Hurricanes Katrina and Rita to see how citizens spontaneously assist and readily contribute in a collaborative effort. Many choose to volunteer with their local police department. This union can be a perfect pairing if properly managed and led. Reciprocal trust between volunteers and law enforcement lays a solid foundation on which to build this partnership.

As the need for leveraging supplemental resources in law enforcement continues to increase, effective volunteer management can ensure that time, money, resources, good will, and people are not wasted. Effective volunteer management aids in retention of volunteers and shows an organization's commitment to make the best use of these valuable voluntary human resources. Put simply, a designated full-time Volunteer Coordinator position in a law enforcement agency is a sound business decision.

#### **A. VOLUNTEER HOMELAND SECURITY PROGRAMS**

There are no set standards for incorporating volunteers into a law enforcement agency's homeland security plans. When properly trained and allowed to contribute, volunteers can play an active role in assisting an agency. The programs listed below provide innovative ways in which volunteers are currently assisting law enforcement with homeland security related duties and can provide a creative base for other programs:

- Critical Infrastructure Patrol
- Neighborhood Emergency Team (NET)
- Parade Watch
- Emergency Volunteer Management Teams (EVMT)
- Assistance in Disaster (AID) Program
- Citizen's Action Network (CAN)

##### **1. Critical Infrastructure Patrol**

These volunteers drive the streets of their communities in specially marked patrol cars acting as an extra set of "eyes and ears" for their police department. They are trained



to look for and report any suspicious activity, and they continually check on a city's critical infrastructure, such as reservoirs, large propane tanks, chemical plants, power grids, etc.<sup>26</sup>

## **2 Neighborhood Emergency Team (NET)**

NET is designed to provide general information to community members to prepare and sustain before, during, and after a natural disaster, terrorist attack, flu pandemic, or other emergency that could impact a region.<sup>27</sup> Volunteers can be trained to provide this information to their communities.

## **3. Parade Watch**

Parade Watch was established by the Pasadena Police Department in California because of the terrorist attacks of September 11, 2001 to enhance the overall safety of the Tournament of Roses annual Rose Parade.<sup>28</sup> This program uses volunteers to contact recreational vehicle owners along the parade route to solicit their assistance in reporting suspicious activity or persons. Parade Watch is based on the principals of the nationally recognized Neighborhood Watch Program and can be adapted to be used in cities that host large-scale events such as major sporting events, parades and national political conventions.<sup>29</sup>

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<sup>26</sup> City of North Miami Beach Florida, "Critical Infrastructure Protection Program," City of North Miami Beach Florida, [http://northmiamibeach.gov/office.com/index.asp?Type=B\\_BASIC&SEC={F04CACB1-126B-4FF5-85C3-81ACF84754F9}](http://northmiamibeach.gov/office.com/index.asp?Type=B_BASIC&SEC={F04CACB1-126B-4FF5-85C3-81ACF84754F9}) (accessed February 8, 2009).

<sup>27</sup> Citizen Corps Sacramento Region, "Neighborhood Emergency Training," *Sacramento Region Citizen Corps Council Newsletter* (January 2007) Citizen Corps Sacramento Region, [http://www.srccc.org/January\\_Newsletter\\_2007.pdf](http://www.srccc.org/January_Newsletter_2007.pdf) (accessed November 19, 2007).

<sup>28</sup> The Rose Parade began at a Pasadena Valley Hunt Club meeting in 1890, when Professor Charles Holder suggested holding a festival to tell the world about California. That first year, two thousand people came out to see flower-covered carriages travel down Colorado Avenue in Pasadena. Today, a million people turn out every New Year's Day to watch dozens of floats, bands, and equestrian groups. Malloy, Betsey, "Rose Parade, Pasadena's Tournament of Roses," California Travel, About.com (2008), <http://gocalifornia.about.com/od/calasangabriel/a/roseparade.htm> (accessed January 4, 2009).

<sup>29</sup> Neighborhood Watch is one of the oldest and most effective crime prevention programs in the country, bringing citizens together with law enforcement to deter crime and make communities safer. Sponsored by the National Sheriffs' Association, Neighborhood Watch can trace its roots back to the days of colonial settlements, when night watchmen patrolled the streets. The modern version of Neighborhood Watch was developed in response to requests from sheriffs and police chiefs who were looking for a crime prevention program that would involve citizens and address an increasing number of burglaries. Neighborhood Crime Prevention Council, "Neighborhood Watch," Neighborhood Crime Prevention Council, <http://www.ncpc.org/topics/neighborhood-watch> (accessed January 4, 2009).

#### **4. Volunteer Emergency Support Teams (VEST)**

A Volunteer Emergency Support Team (VEST) is a group of citizen volunteers who assist agencies in making effective use of unaffiliated, “spontaneous” volunteers who respond to assist after a disaster.<sup>30</sup> VEST teams can be responsible for properly screening, staging, and preparing for deployment all responding volunteers. By doing so, this team will mitigate confusion for department personnel and responding volunteers and at the same time provide an established set of procedures for volunteer intake, distribution, use, documentation, and supervision.

#### **5. Assistance in Disaster (AID) Program**

This program was developed by the Tempe, Arizona, Police Department to better utilize the department’s volunteers in a disaster. AID volunteers can be deployed in a number of ways to assist first responders. Some examples include extending a perimeter detail by placing an AID volunteer between sworn officers’ posts. They can also run traffic control posts that would normally require an officer. An AID volunteer can assist with evacuation teams. Depending on the need, AID volunteers can be partnered with a sworn officer, or teams of AID volunteers can assist with evacuations under the direction of a sworn officer. In addition, AID volunteers are trained in radio procedures, traffic patrol, perimeter assistance, NIMS overview, crime scene preservation, and evacuation assistance.<sup>31</sup>

#### **6. Citizen’s Action Network (CAN)**

CAN is comprised of more than 500 volunteers located throughout the Northwestern United States and Canada. Volunteers live directly on the waterfront and possess a clear view of the coastline and waterways. They work in partnership with the

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<sup>30</sup> “Volunteer Emergency Support Team, Arlington County DHS,” Volunteer Solutions, (February 2009), <http://www.volunteersolutions.org/acvo/org/21213525.html> (accessed February 19, 2009).

<sup>31</sup> Jay Spradling, “Are Volunteers a Part of Your Disaster Preparedness Plan?” *Police Chief Magazine*, Police Chief Magazine, (November 2007), [http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display&article\\_id=1263&issue\\_id=92](http://www.policechiefmagazine.org/magazine/index.cfm?fuseaction=display&article_id=1263&issue_id=92) (accessed December 31, 2008).

United States Coast Guard, alerting one another of possible threats on the waters. The Coast Guard is able to dispatch volunteers on demand via a direct phone call from the Coast Guard to a CAN member or by sending regional automated telephone alerts. The citizens become additional eyes and ears for the Coast Guard, monitoring everything from oil spills to terrorist threats.<sup>32</sup> This type of program can be easily adapted to a law enforcement agency whose jurisdiction includes large waterfront patrols.

## **B. INTEGRATING VOLUNTEERS INTO A LAW ENFORCEMENT AGENCY**

There are issues to be concerned about when integrating volunteers into any law enforcement environment, such as security and confidentiality, training and supervision, matching skills to fit the work assignment, and recognition. Security and confidentiality can be addressed with criminal background checks, reference checks, fingerprinting, a polygraph exam, and a signed confidentiality agreement. Training is required if an agency expects a volunteer to understand the tasks they are assigned in order to be useful to the organization. Proper training will also assist when matching volunteers to specific job assignments. Management is required of most groups in an organization and provides the volunteers with guidance and direction. Recognition is the only form of “payment” volunteers receive and should never be overlooked.

As with any workforce, paid or unpaid, there can be problems with volunteers. Just like an employee, there are volunteers who do not follow policies and procedures, have poor attitudes, and cause problems for an agency. Unlike problem employees, those volunteers can readily be dismissed from the program. Just as law enforcement designates a Sergeant, Watch Commander, or Supervisor to manage patrol personnel, the same consideration should be given to volunteers. A designated Volunteer Coordinator can monitor a volunteer’s behavior, attitude, and personal issues on a regular basis, allowing for faster intervention if necessary.

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<sup>32</sup> Center for Homeland Defense and Security, “Citizen’s Action Network Finalist for Prestigious Award,” Center for Homeland Defense and Security, <http://www.chds.us/?press/can> (accessed November 15, 2007).

Volunteer programs within a police department are unique. Like most organizations, law enforcement has a very distinct culture. Normally, police officers do not trust “outsiders” and are wary of the idea of anyone willing to “work for free.” Too often, volunteers are not appreciated. Finally, there is a tendency for many in law enforcement to believe that a volunteer is simply a “wannabe” police officer. Usually, this is not the case.

An article by Nancy Kolb, Deputy Project Director of Volunteers in Police Services, states that law enforcement volunteer programs are not designed to replace sworn or civilian employees. Rather, volunteers are used to supplement and enhance existing or envisioned functions to allow law enforcement professionals to do their job in the most effective manner. Volunteers have proven time and time again to be a valuable resource to law enforcement, performing many diverse and supportive functions.<sup>33</sup> Kolb concludes her article by pointing out those volunteer efforts that are tailored to the needs and resources of a community can enhance law enforcement’s homeland security efforts and create a safer society. In this era of growing responsibilities and shrinking resources, the ability to enhance services, maximize resources, and improve ties with the community cannot be matched. Whether there is one volunteer or one thousand, the benefits are innumerable.<sup>34</sup>

Allowing volunteers to participate in the operations of a law enforcement agency builds relationships. It is community policing at its best. It takes time and commitment from both a police department and a volunteer, but the ensuing partnership can focus volunteer support in areas where it will have the greatest impact. A community member who volunteers with his or her local law enforcement agency will have a better understanding of that agency and law enforcement as a whole. Investing in a volunteer program can help a department's employees fulfill their primary functions and provide services that may not otherwise be offered. This allows both the officers and civilian staff to focus on policing and enforcement functions.<sup>35</sup>

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<sup>33</sup> Center for Homeland Defense and Security, “Citizen’s Action Network.”

<sup>34</sup> Center for Homeland Defense and Security, “Citizen’s Action Network.”

<sup>35</sup> Nancy Kolb, “Law Enforcement Volunteerism.”

### C. COST VERSUS VALUE RECEIVED

While establishing a volunteer program in a police department can help to free up sworn and civilian staff, a volunteer program is not self-sufficient. Despite the popular belief that volunteers are “free,” there are costs associated with a volunteer program. However, in many cases, those costs can be far less than the value received and the return on investment can be substantial. In their book, *Volunteer Management: An Essential Guide*, authors Joy Noble, Louise Rogers and Andy Fryar explain it this way:

Volunteer involvement is not free. Paternalistic back-patting of the volunteer workforce by organizational management is no substitute for realistic levels of resourcing to enable programs to adequately meet required standards. Genuine support for volunteer involvement depends on appreciating the need for a well-resourced infrastructure to ensure the aims of the program are met. Recruiting volunteers without this infrastructure benefits no one — service recipients, volunteers or the organization.<sup>36</sup>

To illustrate this point, the San Diego Police Department reported that in 2004 it spent approximately \$585,000 to staff, equip, and manage its four volunteer programs. But the department estimates the value of the hours contributed by volunteers at more than \$2.65 million.<sup>37</sup>

The United States Coast Guard (USCG) also understands this concept very well. Their uniformed, non-military, volunteer component, the USCG Auxiliary, was established by the Congress in 1939. The 2002 Auxiliary budget was approximately \$12 million. This budget is used to support the Auxiliary operation by utilizing Coast Guard officers, enlisted and civilian employees to assist in running the Auxiliary program, as well as supplementing other operating costs, such as travel, training and fuel. The Coast Guard estimates that for each dollar spent on the Auxiliary and Auxiliary programs, they save \$13.<sup>38</sup>

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<sup>36</sup> Joy Noble, Louise Rogers, and Andy Fryar, *Volunteer Management: An Essential Guide*, 2nd ed. (Australia: Volunteer SA, Inc., 2003), 94, Energize, Inc., <http://www.energizeinc.com/store/5-210-E-1> (accessed November 17, 2007).

<sup>37</sup> Nancy Kolb, “Law Enforcement Volunteerism.”

<sup>38</sup> Wayne Spivak, *The Coast Guard's Volunteer Force: Service to the Nation at Bargain Basement Prices*, Military.com (October 11, 2004), [http://www.military.com/NewContent/0,13190,101104\\_USCGAuxiliary-P1,00.html](http://www.military.com/NewContent/0,13190,101104_USCGAuxiliary-P1,00.html) (accessed January 2, 2009).

In reality, it is almost impossible to place a dollar value on a volunteer's time. Much of what they do cannot be measured monetarily. In addition to the economic value, volunteers bring with them a wealth of knowledge and skills that can be very useful in times of crisis and not readily available at a police department. Volunteers can assist with computer technology, language translation, medical assistance, heavy equipment operations, and ham radio communications. The larger benefit comes from the investment of countless hours by dedicated citizens that enable law enforcement agencies to meet ever-increasing homeland security demands.

#### **D. VALUE OF VOLUNTEER MANAGEMENT**

While many police departments may think that they are volunteer-ready, the reality is that a thoughtful and strategic assessment should be conducted before a successful volunteer program can begin and be maintained. Clearly, volunteers are an essential component in law enforcement's effort to maximize their homeland security plans and will become even more necessary in the years to come. Furthermore, to effectively utilize the volunteers it is very important that departments take the fundamental step by employing a Volunteer Coordinator. This will maximize the full potential of an agency's volunteers and will allow for an enhanced coordinated effort in the war on terror. Effective management of a volunteer program is needed for continued success. It is the responsibility of the Volunteer Coordinator to help volunteers become accustomed to the organizational environment and also to educate sworn and non-sworn department personnel on the value of volunteers.<sup>39</sup> Selection of an individual to coordinate the volunteer program can be one of the most important keys to its success.<sup>40</sup> Volunteers require supervision, support, feedback, and evaluation just like paid employees.<sup>41</sup>

In order to reach its full potential, a group of people, whether they are employees or volunteers, requires an effective, committed leader. It would seem that in today's

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<sup>39</sup> Nancy Kolb, "Law Enforcement Volunteerism."

<sup>40</sup> Ibid.

<sup>41</sup> Ibid.

climate of fighting terrorism, preparing for natural disasters, and responding to clean-up and recovery efforts, police departments throughout the country would understand the role volunteers can and do play in this field. Law enforcement should take the necessary steps to create a successful volunteer program to assist with these efforts. An important first step in that process should be designating a volunteer manager. Arthur R. Pell's book, *Recruiting, Retaining, and Motivating Volunteers*, addresses the topic of volunteer leadership. He writes:

The success of any organization depends to a great degree on its leaders and their capability to supervise and inspire their people. This is even more true of volunteer organizations because the "workers" are not compelled to work; they may quit any time they are unhappy; they may function only at limited capacity if not guided properly.<sup>42</sup>

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<sup>42</sup> Pell, *Recruiting, Retaining, and Motivating Volunteers*, 37.

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## **IV. SURVEY ANALYSIS AND RESULTS**

### **A. SURVEY OF CALIFORNIA LAW ENFORCEMENT AGENCIES**

A general survey was used to assess the current level of use of volunteers and the level of involvement of Volunteer Coordinators in local law enforcement agencies. The survey was distributed via an on-line commercial survey program (Survey Monkey). The survey began in August 2008 and remained continuously available through December 2008, with two additional participation reminders emailed to all agencies. The Uniform Resource Locator address for the survey was electronically mailed to 337 California police chiefs via the California Police Chiefs Association. One hundred and thirteen agencies, 33.53 percent, responded and their data was analyzed. It is unknown if a Police Chief responded to this survey or if it was passed on to another person in the agency.

California law enforcement agencies were selected as participants due to the large number of agencies that currently have volunteer programs. According to the Volunteers in Police Services (VIPS) Program, California law enforcement agencies have 252 registered volunteer programs. To put this into context, in the first few years of VIPS, which is now five years old, approximately 20-25 percent of registered volunteer programs were from California.<sup>43</sup> It is projected that the data collected for this survey will provide a realistic view of how volunteers are currently utilized in local law enforcement agencies, whether or not volunteers are used to augment homeland security related duties, how many agencies currently employ a full-time designated Volunteer Coordinator, if a full-time designated Volunteer Coordinator is indeed a factor in a successful volunteer program, and what obstacles could prevent implementation of this position.

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<sup>43</sup> Nancy Kolb (personal conversation with the author August 2008).

## **B. SURVEY ANALYSIS**

The survey results are intended to give a current snapshot of the level of volunteer involvement in California municipal law enforcement agencies and to determine whether volunteers are utilized at any level in homeland security related activities. Additionally, this survey was intended to gather information on the current level of volunteer management in law enforcement agencies and to attempt to measure the level of importance placed on the position.

### **1. Survey—Part 1**

The survey was structured to gather information on an agency's volunteer program. The vast majority of the respondents, 97.3 percent of participating agencies currently have a volunteer program, and 70.0 percent of respondents indicated that they do have funding for the volunteer program although the survey did not ask for the specific dollar amount. The majority of responding agencies utilize volunteers to varying degrees in their respective agencies. Question 7, which asked for responses to the statement: *You could maintain your current level of service if you did not have a volunteer program*, suggests that a substantial majority of responding agencies, 70.2 percent, rely on volunteers in order to execute their daily service requirements.

Question 6 asked for the average volunteer hours per month logged by each agency. Responses ranged from 5 to 25,000 hours. The median number of hours donated per month to the 101 participating California law enforcement agencies was 768 volunteer service hours. Based on the Independent Sector's 2007 per hour dollar value of volunteer time, that is an average value of nearly \$15,000 per month per law enforcement agency and nearly \$1.7 million combined value in a one-month period. This fact should offer some proof of the value volunteers provide to law enforcement and also demonstrate their dedication and willingness to serve.

The Independent Sector operates as the leadership forum for charities, foundations, and corporate giving programs committed to advancing the common good in America and around the world. Their estimated value of volunteer time for 2007 was

\$19.51 per hour.<sup>44</sup> The value was based on the average earnings for private, nonagricultural workers as calculated by the U.S. Department of Labor's Bureau of Labor Statistics and was increased by 12 percent to account for fringe benefits.<sup>45</sup>

Much of the data collected shows that although volunteers are recognized as an additional resource to augment homeland security related duties, few agencies currently engage volunteers in this capacity. Examples of this are the responses to questions 8 and 9. Question 8 polled respondents about whether they believe volunteers are a resource that *can* augment some of the collateral duties associated with homeland security in a law enforcement agency. Eighty-six point three percent, 95 respondents, agreed strongly or agreed somewhat.

Question 9 polled respondents about whether their agency utilizes volunteers as a resource to augment some of the collateral duties associated with homeland security. The data from question 9 shows that only 44.6 percent or 50 respondents currently use volunteers in this capacity; yet 86.3 percent of respondents agree that volunteers are a resource that can augment some of the collateral duties associated with homeland security in a law enforcement agency.

This leads one to ask exactly why these circumstances exist and what is preventing law enforcement agencies from capitalizing on the resources of volunteers. One reason could be that there is not a designated Volunteer Coordinator to handle the associated responsibilities that would lead to incorporating volunteers into homeland security related duties. A full-time Volunteer Coordinator would be responsible for volunteer recruitment, job placement, and training. A Volunteer Coordinator is able to organize where volunteers can be used to augment an agency's homeland security strategic plan, train the volunteers specifically for that detail, educate the department on the role of the volunteers, and then incorporate the volunteers into the agency's plan. An agency where the Volunteer Coordinator also carries the responsibilities of an additional assignment simply may not have the time to carry out these duties. Other factors which

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<sup>44</sup> Independent Sector, "Value of Volunteer Time," Independent Sector, [http://www.independentsector.org/programs/research/volunteer\\_time.html](http://www.independentsector.org/programs/research/volunteer_time.html) (accessed December 17, 2008).

<sup>45</sup> Ibid.

may contribute to an agency not incorporating volunteers into its homeland security plans could be the amount of time it takes to properly train volunteers for these duties, liability concerns and perhaps trusting that the volunteers will be available when needed.

## **2. Survey – Part 2**

This section of the survey focused on Volunteer Management. A total of 89.3 percent of responding agencies have someone to manage their volunteer programs. Of those agencies responding, 15.0 percent have a full-time designated Volunteer Coordinator; 85.0 percent of the agencies have a Volunteer Coordinator position which is a collateral duty associated with another assignment. The small number of agencies that actually have a full-time designated Volunteer Coordinator could be attributed to the fact that volunteer management is a relatively new profession and a very new position for law enforcement. Also, as with many agency-sponsored programs, such as Explorers or the Police Activities League, past history shows that these assignments are characteristically either a volunteer position or a collateral duty of another position.

Question 20 asked the 113 participating agencies to respond to the statement: *A Volunteer Coordinator in a law enforcement agency is a necessary component of a successful volunteer program.* 112 agencies answered this question. The vast majority of respondents, 90.2 percent, agree strongly or agree somewhat that a Volunteer Coordinator in a law enforcement agency is a necessary component of a successful volunteer program. Yet when answering question 13: *Is the Volunteer Coordinator position a full-time assignment or a collateral duty associated with another assignment?*, only 15.0 percent of the 107 respondents answering this question indicated that they have a designated full-time Volunteer Coordinator. The small number of agencies that actually have a full-time designated Volunteer Coordinator represents not only the current culture of law enforcement regarding this position, but also seems to mirror that of many other organizations that utilize volunteers. Research points out that volunteer management is not a top priority and at times seems to be almost an afterthought. Organizations may support the theory that volunteers need a leader, yet very few actually implement the position.

The data from question 19: *What obstacles prevent your agency from implementing a Volunteer Coordinator position?*, shows that 81.0 percent, or 34 out of the 42 that responded to this question, cited expense as the overwhelming rationale for not implementing a Volunteer Coordinator position. Additionally, 31.0 percent of the agencies responding to question 19 cited limited use of the volunteers as the reason for not implementing a full-time Volunteer Coordinator. Once again, one of the reasons for implementing a full-time designated Volunteer Coordinator is to recruit and retain volunteers; therefore, a Volunteer Coordinator would most likely increase the number of volunteers in an agency's volunteer program. If an agency has and needs only a few volunteers, there may not be a need for a full-time Volunteer Coordinator, but this should not diminish the importance of having a designated individual to oversee, manage, and lead this often overlooked and undervalued resource.

The data collected from the survey suggest that the respondents understand the importance of the Volunteer Coordinator position. However, as indicated in question 13, the data also suggests that very few of the responding agencies, 16 out of 113, actually have implemented this full-time position in their operation. This is significant considering how few agencies have a full-time Volunteer Coordinator and the amount of time and value volunteers currently give to local law enforcement agencies. Perhaps a better understanding of the return on investment of a designated full-time Volunteer Coordinator can provide to a law enforcement agency would encourage more agencies to employ this position.

Although only California law enforcement agencies were surveyed for this thesis, many of the examples where volunteers have been incorporated into homeland security related duties are from law enforcement agencies outside of California and the position of a Volunteer Coordinator is not specific to California law enforcement.

The survey questions and responses follow below.

## C. VOLUNTEER PROGRAM INFORMATION

### *Question 1 – Department name?*

This question was for tracking purposes only. A total of 112 respondents answered the question and one did not.

### *Question 2 – Does your department currently have a volunteer program?*

97.3 percent or 110 of the 113 responding departments currently have a volunteer program and 2.7 percent or 3 departments do not have a volunteer program. All respondents answered this question.

*Question 3 – How many active volunteers do you currently have in your volunteer program? (For the purpose of this survey, an active volunteer is anyone who donates at least 10 hours per year.)* The results can be seen below in Table 1.

Table 1. Volunteers Currently in the Volunteer Program

Volunteers	Response Percent	Response Count
1- 24	46.4%	51
25-49	25.5%	28
50-74	12.7%	14
75-99	2.7%	3
100-199	10.0%	11
Over 200	2.7%	3

Reserve Police Officers and Explorers were excluded from this number. One hundred and ten of the 113 responding agencies answered this question.

### *Question 4 – Does your department have funding for the volunteer program?*

70.0 percent or 77 departments of the 110 who answered this question have funding for their volunteer programs and 30.0 percent or 33 departments do not. The dollar amount was not asked for in the survey. Three respondents did not answer this question.

***Question 5– Does your volunteer program have a specific line item in your department’s fiscal year budget?***

44.5 percent or 49 of the 110 departments that responded to this question have a specific line item in the department’s budget for their volunteer programs and 55.5 percent or 61 agencies do not have a specific line item for their volunteer programs. Again, the dollar amount of the line item was not asked for in the survey. Three respondents did not answer this question.

***Question 6 – On average how many hours per month are logged by your department volunteers?***

One hundred and one of the 113 responding agencies answered this question and the responses ranged from five hours per month on the low end to 25,000 hours per month being the highest. In an effort to illustrate the value of volunteer time to law enforcement, the median range of hours per month were calculate with the data collected from this survey. The median volunteer hours donated per month to the 101 participating California law enforcement agencies were 76,480.

***Question 7 – You could maintain your current level of service if you did not have a volunteer program.*** The results can be seen below in Table 2.

Table 2. Maintaining Current Level of Service without Volunteers

	Response Percent	Response Count
Agree Strongly	10.8%	12
Agree Somewhat	13.5%	15
Neutral	5.4%	6
Disagree Somewhat	30.6%	34
Strongly Disagree	39.6%	44

One hundred and eleven of 113 responding agencies answered this question. The combined percentages of the respondents that disagree somewhat, 30.6 percent, and strongly disagree, 39.6 percent, show that 70.2 percent or 78 respondents believe they could not maintain their current level of service without the assistance of their volunteers.

***Questions 8 – Volunteers are a resource that can augment some of the collateral duties associated with homeland security in a law enforcement agency.***

***A few examples are:***

- ***Critical Infrastructure Patrol***
- ***Neighborhood Emergency Team (NET)***
- ***Emergency Volunteer Management Teams***
- ***Assistance in Disaster (AID) Program***
- ***Citizens Action Network (CAN)***

The results can be seen below in Table 3.

Table 3. Volunteers are a Resource that can Augment Collateral Duties Associated with Homeland Security

	Response Percent	Response Count
Agree Strongly	53.6%	59
Agree Somewhat	32.7%	36
Neutral	10.0%	11
Disagree Somewhat	2.7%	3
Strongly Disagree	0.9%	1

One hundred and ten of the 113 responding agencies answered this question. Ninety-five respondents, or 86.3 percent, agree strongly or agree somewhat that volunteers are a resource that can augment some of the collateral duties associated with homeland security in a law enforcement agency.

***Question 9 – Your agency utilizes volunteers as a resource to augment the collateral duties associated with homeland security.*** The results can be seen below in Table 4.



Table 4. Agencies that Utilize Volunteer to Augment the Collateral Duties Associated with Homeland Security

	Response Percent	Response Count
Agree Strongly	9.8%	11
Agree Somewhat	34.8%	39
Neutral	26.8%	30
Disagree Somewhat	14.3%	16
Strongly Disagree	14.3%	16

One hundred and twelve of the 113 responding agencies answered this question. The data collected shows that 44.6 percent or 50 respondents, currently use volunteers to augment some of the collateral duties associated with homeland security. However, these numbers total a much smaller percentage, almost half, when compared to the data provided for question 8, which shows that 86.3 percent or 95 agencies, strongly agree or somewhat agree that volunteers are a resource that can be used to augment some of the collateral duties associated with homeland security. If law enforcement believes volunteers are a resource to augment homeland security duties then why do so few agencies actually do so?

***Question 10 – On average my department’s use of volunteers increased since September 11, 2001.*** The results can be seen below in Table 5.

Table 5. Increased Use of Volunteers since September 11, 2001

	Response Percent	Response Count
Agree Strongly	33.6%	37
Agree Somewhat	22.7%	25
Neutral	28.2%	31
Disagree Somewhat	8.2%	9
Strongly Disagree	7.3%	8

One hundred and ten of the 113 respondents answered this question. This question suggests that the majority of the respondents, 56.3 percent or 62 respondents,

have increased their utilization of volunteers since September 11, 2001; yet the data collected in question 9 suggests that many law enforcement agencies have yet to incorporate volunteers into any homeland security related duties.

***Question 11 – How do you currently utilize volunteers in your law enforcement agency?***

The results can be seen below in Table 6.

Table 6. Current Utilization of Law Enforcement Volunteers

Response Percent	Response Count	
78.9%	86	Administrative
51.4%	56	Chaplain Corps
52.3%	57	Neighborhood Watch
76.1%	83	Citizen Patrol
47.7%	52	Community Emergency Response Team
11.9%	13	Critical Infrastructure Patrol

One hundred and nine of the 113 respondents answered this question. This question once again shows that the most popular use of volunteers is either in an administrative capacity (i.e., office help) or Citizen Patrols. One highlight from the data collected from this question was the many creative and unconventional ways that some law enforcement agencies are currently utilizing their volunteers, such as:

- Water safety
- In-home checks of elderly and disabled population
- Staffing shopping mall community outreach office
- Subpoena service, records processing
- Crime scene watch, fingerprinting, CCW permits, boat patrol
- Implementing a CERT Program in early 2009 which will also incorporate Neighborhood Watch
- Youth Programs

- Assisting schools with truants, DARE was cut so we now do school presentations on safety, act as bailiffs at youth court, HAWK program (helping adults with kindness) to help shut-ins, mail runs...basically a lot of stuff we used to have paid staff for
- Graffiti clean up
- Neighborhood Emergency Team
- Assist with fleet transportation and repair, CERT instruction, Emergency Services consulting
- Distribute crime bulletins
- Property and evidence
- Translation Team, Mounted Patrol
- Detective Bureau – Identity Theft, Disaster Communications, website maintenance, Jailer's Aide, Volunteers write handicapped parking tickets, work DUI checkpoints and handle the towing of vehicles, work non-injury accidents, conduct traffic surveys, work traffic control in all sorts of emergency/weather situations, provide complete service of community needs for CMS signs and other related traffic issues.
- Radio communications (HAM Radio)
- Park and bike path patrols
- Assist in looking for lost children; assist in updating “emergency contact cards” for businesses that have alarms

#### **D. VOLUNTEER MANAGEMENT INFORMATION**

***Question 12 – Is your department’s volunteer program managed by a designated Volunteer Coordinator?***

Eighty-nine point three percent or 100 agencies have a designated Volunteer Coordinator to manage their volunteer program and 10.7 percent or 12 agencies do not. One respondent did not answer this question.

***Question 13 – Is the Volunteer Coordinator position a full-time assignment or a collateral duty associated with another assignment?***

One hundred and seven of the 113 respondents answered this question. Of those responding, 15.0 percent or 16 agencies have a full-time designated Volunteer

Coordinator whereas 85.0 percent or 91 agencies' Volunteer Coordinator position is a collateral duty associated with another assignment.

***Question 14 – Is the Volunteer Coordinator position full or part-time?***

One hundred and two of the 113 respondents answered this question. Of those responding, 61.8 percent or 63 agencies have a full-time Volunteer Coordinator and 38.2 percent or 39 agencies have a part-time Volunteer Coordinator. This question does not indicate whether these positions are associated with or without the collateral duties of another assignment.

***Question 15 – Is the Volunteer Coordinator a sworn, civilian or volunteer position?***

One hundred and seven of the 113 respondents answered this question. Forty-eight point six percent or 52 agencies have a sworn Volunteer Coordinator, 48.6 percent or 52 agencies have a civilian employee Volunteer Coordinator, and 2.8 percent or 3 agencies have a volunteer who serves as the Volunteer Coordinator. This question did not specify whether this position was a designated Volunteer Coordinator or associated with another assignment.

***Question 16 – If the Volunteer Coordinator position is a sworn position what rank is assigned to this position?*** Results can be seen below in Table 7.

Table 7. Rank of Volunteer Coordinator

	Response Percent	Response Count
Officer	28.8%	15
Corporal	7.7%	4
Sergeant	50.0%	26
Lieutenant	13.5%	7

Fifty-two of the 113 respondents answered this question.

**Question 17 – Who does the Volunteer Coordinator report to?** Results can be seen below in Table 8.

Table 8. The Volunteer Coordinator Reports To

	Response Percent	Response Count
Immediate Supervisor	60.4%	55
Section Administrator	18.7%	17
Chief of Police	20.9%	19

Ninety-one of the 113 respondents answered this question.

Other: There were 18 additional responses, many of which were the same. The following is a list of additional answers. Records/Communications Supervisor, Commander, Assistant Chief, Coordinator performs a citywide function and is assigned to the Personnel Department reporting to the Director and, in one case, “the coordinator actually works for the fire dept.”

**Question 18 – If you currently have a volunteer program that does not have a Volunteer Coordinator, how is the program managed?**

Eleven agencies out of 113 responded to this question as follows:

- “I took over because the unit was falling apart and I feel it is important. I am in charge of many things and as the unit grows we will need a full time coordinator to take us where I envision us going”
- “Although we have a sworn Volunteer Coordinator our volunteers are completely managed by our volunteer team leader with direct access to our admin or the chief. This person takes direction from all these sources. The sworn officer insures training and other dept requirement liability and legal issues are maintained.”
- “We have a volunteer coordination divided among three people – 1 sworn (Sgt.), 1 civilian, and 2 volunteers.”
- “Section/Division Lieutenants manage.”
- “The city has a Volunteer Administrator who oversees the coordinators of each program. There are over 50 coordinators within the city, 25 located at the PD.”

- “We have a part time crime prevention coordinator who also oversees the volunteer program. However, our volunteer program has its own structure including a volunteer chairman who runs the volunteer meetings and helps coordinate scheduling of volunteers. Our volunteer program is fairly self sufficient. They obtain their own funding from working special events and other donations.”
- “Overall, any volunteers are managed by the appropriate division captain.”
- “Part time duty for detective.”
- “This is actually part of my job, I am the Management Analyst.”
- “As Chief of Police, I oversee the one volunteer that is associated with our department.”
- “Our Administrative Sergeant coordinates the program, along with many other duties.”

***Question 19 – What obstacles prevent your agency from implementing a Volunteer Coordinator position?*** Results can be seen below in Table 9.

Table 9. Obstacles Preventing Agencies from Implementing a Volunteer Coordinator

	Response Percent	Response Count
Expense	81.0%	34
Size of volunteer program	45.2%	19
Limited use of volunteers	31.0%	13

Forty-two of the 113 respondents answered this question, with some agencies selecting more than one answer. Of those responding, the majority cited expense as the obstacle preventing their agency from implementing a Volunteer Coordinator, and 45.2 percent of respondents stated the size of the volunteer program as the reason for not implementing a Volunteer Coordinator position.

The additional eight comments were as follows:

- “Our volunteer program is a non-profit self supporting.”
- “Due to financial constraints, the position is among the other duties of the Crime Prevention Coordinator.”
- “Funding would be the main issue”

- “The position needs to be full time however there is not enough staffing to justify.”
- “Backgrounds take time. Volunteers are always lower in priority than sworn officer or civilian staff, so there is a significant time delay in hiring. Additionally, we have to match the volunteer with the task. At times, this is difficult because of the needs/wants, and preferences of the volunteers.”
- “Time and other duties.”
- “One of our Police Chaplains assists in volunteer assignment and scheduling.”
- “We currently do not have the resources to manage an expanded volunteer program.”

***Question 20 – A Volunteer Coordinator in a law enforcement agency is a necessary component of a successful volunteer program.*** Results can be seen below in Table 10.

Table 10. A Volunteer Coordinator is a Necessary Component of a Successful Volunteer Program

	Response Percent	Response Count
Agree Strongly	79.5%	89
Agree Somewhat	10.7%	12
Neutral	6.3%	7
Disagree Somewhat	1.8%	2
Strongly Disagree	1.8%	2

One hundred and twelve of the 113 respondents answered this question. The overwhelming majority, 79.5 percent or 89 agencies, strongly agree that a Volunteer Coordinator is a necessary component of a successful volunteer program.

***Question 21 – Additional Comments***

Eleven of the 113 responding agencies replied to this. The comments provide more evidence of the importance of volunteers and a Volunteer Coordinator in law enforcement.

- Having a volunteer program with a volunteer coordinator, allows our officers time to handle calls for service and allows the citizens of our city to assist in their community and it also allows us to save money.
- Our program has boomed because of hiring a full-time supervisor in 2000, not because of 9/11.
- We are currently in the re-building process of our volunteer program.
- It is also very important the volunteer coordinator be in the position for a period of time. If this position has a supervisor position being used as a revolving door the volunteers don't feel important. Being consistent with supervision is very important.
- In our agency citizens can sign up to attend our annual 'Citizen Police Academy' which is a ten-week program that meets one evening a week for three hours. After completion of the CPA, the citizen can apply to become a volunteer of our Dept's "Volunteer in Policing" (VIP) program. We have successfully recruited volunteers through this process. The Volunteer Coordinator is one of these volunteers, and he reports to the Dept. Sergeant who supervises the Neighborhood Resource Unit (NRU). The VIPs are provided with: a 'go-bag' with necessary equipment of a flashlight, raincoat, yellow emergency hazard vest, a VIP polo shirt; and each VIP is provided with a Dept Nextel phone as we use the Nextel phone (walky-talky method) to communicate with VIPs instead of providing them with a police radio.
- Depends on the size of agency and the amount of volunteers.
- Without the strong efforts of my coordinator my program would flounder and eventually die off.
- We have had Reserve Officer Volunteers for some time but have noticed a significant drop since educational change requirements at POST. We have found that in order to recruit more Citizen Service Volunteers and/or CERT members, having a full time coordinator would help immensely. The financial side doesn't seem to be considered. How much is it worth to have hundreds of free hours for your community donated. Also, how come we don't provide some tax incentive right off for those hundred of donated hours for volunteers?
- Our volunteer program is a very vital part of our department. We have increased in both size and volunteers hours not from any particular event occurring but rather due to the positive response we have received both from our citizens as well as our employees.
- Our Volunteer group is 11 years old and has proven to be a valuable asset to our community.



***Question 22 – I wish to receive a summary of the final results of this survey.***

Seventy-six agencies responded to this question. Ninety-two percent or 70 respondents wished to receive a summary of the final survey results. Seven percent or six were not interested. Thirty-seven agencies did not answer this question.

**E. SURVEY LIMITATIONS**

There are limitations to this survey that should be noted. This survey was sent via email to 337 California Police Chiefs on two different occasions. Additionally, this survey was also sent directly to the contact person listed on the Volunteers in Police Services website for those agencies that did not respond to the first two surveys. Therefore, the data may have been provided by the chief executive of an agency, the individual responsible for the volunteer program, or someone else. The position of the respondent may have influenced their response.

Despite these efforts, many agencies did not respond to the survey. Also, several of the respondents did not answer every question. In doing so, the overall quality and usefulness of the data collected could be somewhat diminished.<sup>46</sup>

Furthermore, the term Volunteer Coordinator was not fully defined. Questions regarding the position included language that read “Volunteer Coordinator” and “full-time designated Volunteer Coordinator”. Responses may be skewed due to not fully defining the position in the beginning of the survey.

**F. SUMMARY OF SURVEY RESULTS**

After analyzing all the data from this survey, the major findings were as follows:

- The overwhelming majority of responding agencies have volunteer programs and most programs are allocated some funding.
- On average, responding agencies’ volunteers donate 768 service hours per month. This equates to an approximate value of \$15,000 dollars per month per law enforcement agency and nearly \$1.7 million combined value in a one month period.

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<sup>46</sup> E-Government, “Survey limitations,” Government of New Zealand (2005), <http://www.e.govt.nz/resources/research/e-awareness-2005/chapter5.html> (accessed March 13, 2009).

- The majority of respondents, 86.3 percent, agree that volunteers are a resource that can augment some of the collateral duties associated with homeland security in a law enforcement agency, yet only 44.6 percent of respondents actually use volunteers in this capacity.
- Eighty-nine point three percent of responding agencies have a designated individual to manage their volunteer program. The Volunteer Coordinator position is a collateral duty of 85 percent of the responding agencies and only 15 percent of agencies have a full-time designated Volunteer Coordinator.
- Expense and the size of the volunteer program were the most cited reasons for not implementing a full-time designated Volunteer Coordinator position.

## **V. CASE STUDY PASADENA, CALIFORNIA, POLICE DEPARTMENT VOLUNTEER SERVICES PROGRAM**

This case study attempts to answer the research question: *How does a designated Volunteer Coordinator impact mission performance in a law enforcement agency's volunteer program?* Additionally, the case study was conducted in order to provide supporting data to illustrate the value of volunteers to a law enforcement agency and how volunteers can assist law enforcement in homeland security related duties.

The Pasadena Police Department's Volunteer Services Program was selected for a case study for a number of reasons. First and foremost, the department has a long history of community outreach and citizen participation. The department's Citizens Police Academy, which is a "behind the badge" look into law enforcement, has been in existence since 1992, and is very popular with the community. It is also the major source for volunteer recruitment. Secondly, in this department, a volunteer program in one form or another has been in existence since the 1980s. Although for many years the volunteer program was "unofficial," its long history provides an accurate look into the benefits and challenges of volunteers and a volunteer program in a law enforcement agency. Additionally, in 2004, Chief Bernard K. Melekian implemented a full-time designated Volunteer Coordinator position in the Pasadena Police Department. The creation of this position enabled the researcher to perform a comprehensive analysis of the benefits and costs associated with and without the position from the department's perspective and also that of the volunteers. Additionally, the researcher was involved in collateral duties associated with the volunteer program and was later designated as the department's first full-time Volunteer Coordinator.

The researcher posed the following question to three Pasadena Police Department volunteers who had been actively involved as volunteers and also part of the volunteer leadership for several years: *What differences, if any, did you observe as volunteers before and after the implementation of a full-time designated Volunteer Coordinator?* Listed below are a few of their comments:

As a volunteer for the Pasadena Police Department for over ten years I have had the opportunity to work for, with, or around three different department assigned coordinators. During this period of time I saw the volunteer program in its infancy and experienced how it stayed in that state for far too long due to a Coordinator who had other duties and who did not really want the assignment in the first place. I then saw the program grow into five different specialties, struggle through its awkward teen period under the supervision of a Coordinator who did care and whose sole job was to work with volunteers, emerge into “adulthood” as evidenced by the program winning the award as one the top volunteer programs in the nation as judged by the International Association of Chiefs of Police

It is so important to have a police representative who truly CARES about volunteers, recognizes their worth, understands the implications of having a volunteer do something, rather than an officer (without taking away anything from the officer’s job), and then supports the volunteers as they try to make a difference in their community. Having a sworn officer meant that volunteers are given permission to do something in a timely manner, without having to jump through hoops, trying to figure out how to prove to the Department that they DON’T want someone’s job, they only want to help, and be given recognition (on a dept level) for that assistance.

As for whether the appointment of a designated full-time Volunteer Coordinator had an effect on volunteer participation, the answer is an unqualified “Absolutely!” Volunteer duties were expanded and clarified. More sections within the department were made aware of the many ways that volunteers could help. Volunteers felt more appreciated by department personnel, which motivated the volunteers to contribute even more. Volunteers and department personnel **all** became stakeholders in the larger mission, the mission of the Pasadena Police Department to serve the City of Pasadena.

## **A. TIMELINE AND HISTORY**

The Pasadena Police Department’s Volunteer Services has evolved since the 1980s to become a highly effective and innovative program. Officially, the volunteer program has no formal start date. One of the department’s earliest volunteer programs was the volunteer mounted patrol, known as the Equestrian Unit. This non-sworn civilian unit was originally formed for the 1984 Olympic Games. The Equestrian Unit was used to assist in patrolling the parking lots of the Rose Bowl and several other venues on

horseback. This unit was formalized in 1985 when the Pasadena Police Department recognized the need to have passive patrols in the Arroyo Seco in order to provide “eyes and ears” coverage in an area not accessible to vehicular patrol units.<sup>47</sup>

The inception of the department’s Citizens Police Academy (CPA) in 1992, a thirteen-week program designed to give citizens a “behind the badge” look into law enforcement, led to a few graduates from the first class returning to “help out” by serving dinner to the new CPA classes.

The Chaplains group has been in existence since 1992. It is comprised of ordained clergy from established and recognized faiths within the community, and provides a source of spiritual and emotional support, guidance, and crisis intervention for police personnel, family members, and residents.

In 1996, a small number of volunteers asked if they could participate in other capacities and perhaps help the patrol officers. That request was the beginning of the Citizens on Patrol Program and is currently know as the Citizens Assisting Pasadena Police Program. Uniformed volunteers in marked Volunteer Patrol units assist the department with traffic surveys, traffic control, barricades, issue handicap parking citations, Fire Watch Patrol and are always an extra set of “eyes and ears” for the department.

In 1998, the department established a diversion program for first-time juvenile offenders, the Youth Accountability Board. It is run almost entirely by department volunteers who sit on panels overseeing the progress of juvenile offenders through a six-month period. In 1999, the department successfully hosted the California Police Summer Games, relying heavily upon the support of department and non-affiliated volunteers, and in October of 2002 Parade Watch was created as a direct result of the terrorist attacks of September 11.

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<sup>47</sup> The Arroyo Seco is on the western edge of the city of Pasadena and extends eight miles through the city. This segment is a part of a longer 22 mile corridor that makes up the entire Arroyo Seco, a major tributary of the Los Angeles River. It is the city’s largest natural open space, and it is physically described as a deeply-cut canyon linking the San Gabriel Mountains to the Los Angeles River containing the intermittent stream for which it is named. Parks and Natural Resource Division, “The Arroyo Seco in Pasadena,” City of Pasadena.Net, <http://www.ci.pasadena.ca.us/publicworks/PNR/ArroyoSeco/> (accessed January 3, 2008).

In 2006, the Pasadena Police Department Volunteer Services Program was awarded the *Outstanding Achievement in Law Enforcement Volunteer Programs Award* at the International Association of Chiefs of Police (IACP) Conference in Boston. Established in 2003, this annual award recognizes excellence in leadership through the implementation of an effective, high-quality volunteer program that successfully integrates volunteers into overall organizational operations. The award recognizes agencies that exemplify the goals, concepts, and spirit of volunteerism in action along with acknowledging volunteer programs that demonstrate innovative, effective practices for augmenting sworn or civilian staff and/or improving service delivery to their communities.<sup>48</sup> The IACP manages and implements the VIPS Program in partnership with and on behalf of the White House Office of the USA Freedom Corps, Citizen Corps, and the Bureau of Justice Assistance, part of U.S. Department of Justice. Members of the IACP Police Administration Committee meet annually to judge the award applications and select up to three winning agencies.<sup>49</sup>

The Volunteer Translation Team was formed in 2007 to be used whenever it was anticipated that participants in a community event might be in need of translation services, or at any other time that the department has need of language translation. The first two teams identified at this time were made up of volunteers proficient in either Spanish or Armenian.

Data for the 2008 calendar year show that the Pasadena Police Department Volunteer Services Program had 135 active volunteers and a database of 194 who have already volunteered or would like to. Additionally, 14,357 service hours were donated by volunteers in 2008 with a value to the Pasadena Police Department of \$280,105.07.

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<sup>48</sup> Volunteers in Police Service, "Outstanding Achievement in Law Enforcement Volunteer Programs Award: 2007 Winners," *Volunteers in Focus* (December 2007), Volunteers in Police Service, <http://www.policevolunteers.org/pdf/2007%20Award.pdf> (accessed March 8, 2009).

<sup>49</sup> International Association of Chiefs of Police, "Outstanding Volunteers honored at IACP Conference, International Association of Police Chiefs (2008), <http://www.theiacp.org/About/Awards/OutstandingVolunteerProgramsHonored/tabid/282/Default.aspx> (accessed March 8, 2009).

## **B. LEADERSHIP CHALLENGES**

From its unofficial inception in 1984 and up through the beginning of 2004, the Pasadena Police Department's Volunteer Services Program steadily grew in the number of active volunteers, but the issue of consistent volunteer management was an ongoing problem. This responsibility continued to shift from person to person and section to section and was always a collateral duty added to a full-time assignment. This constant shift in leadership, coupled with individuals who were already tasked with the workload of another assignment, led to poor management of the volunteer program. Additionally, at times this assignment was given to individuals who had no interest in the volunteers or the volunteer program. This led to volunteers leaving the program because they felt unappreciated and ignored.

In February of 2002, a decision was made to move the individual who was then tasked with the responsibility for the Volunteer Services Program from the Community Services Section to the Administrative Section. The Community Services Section is located on the first floor of the department and is easily accessible to the volunteers, whereas the Administrative Section is located on the third floor of the department and is not accessible to anyone except those who work on that floor. When the Volunteer Coordinator was moved to the Administrative Section, daily contact between volunteers and their coordinator ceased. This led to another major disconnect for the volunteers, which, in turn, caused more volunteers to leave the program.

The need for a designated full-time Volunteer Coordinator was acknowledged in the department's 2002–2007 Strategic Plan. One of the initiatives was to increase the department's authorized strength to include a civilian supervisor assigned to the Community Services Section to coordinate the volunteers, but as of the beginning of 2004, this position had not yet been authorized or staffed. However, in mid-2004, after two years of advocating and campaigning for a full-time Volunteer Coordinator, leaders of the Volunteer Services Steering Committee were finally granted their request by Chief of Police Bernard K. Melekian.

Before the implementation of a full-time designated Volunteer Coordinator along with the chief's personal commitment to the Volunteer Services Program and his decision to meet directly with the Volunteer Coordinator, there was a true crisis of trust between the volunteers and the department. For many years, the volunteers had been paid the customary "lip service" of an occasional, "Thank you" and "Yes, that is a good idea, but you can't because...." In actuality, they had no foundation on which to build trust and both the department and the volunteers suffered the consequences. Trust was low for both groups and the speed in getting anything accomplished was very slow.

The key to establishing a high trust partnership came at the moment the leader, the Chief of Police, extended trust to one —the Volunteer Coordinator — who in turn extended that trust to many — the volunteers. Stephen M. R. Covey writes, "Trust brings out the best in people and literally changes the dynamic of interactions.... They are inspired. They run with the trust they were extended. They want to live up to it. They want to give back."<sup>50</sup> The results of this high trust partnership were significant. In less than one year, the Volunteer Services Program, under the direction of the Volunteer Steering Committee, reorganized and recommitted to moving the program forward. Volunteer numbers and hours increased as did volunteer opportunities and responsibilities.

The change to a high trust partnership increased the speed in which the Volunteer Services Program accomplished its goals and executed its mission, which was to help the department serve the community. The shift also increased the recognized value of the volunteers by the entire department. The trust elevated and improved communication, collaboration, execution, innovation, strategy, engagement, partnering, and relationships with all stakeholders — sworn personnel, civilian staff, and the volunteers.<sup>51</sup> Most importantly, this trust laid the groundwork for further integrating the volunteers into the department's homeland security strategic plan.

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<sup>50</sup> Stephen M. R. Covey, *The Speed of Trust* (New York: Free Press, 2006), 28.

<sup>51</sup> *Ibid.*, 319.



### **C. VOLUNTEER SERVICES PROGRAM FLOW CHART**

The Pasadena Police Department is divided into four divisions. They are the Field Operations Division, Criminal Investigations Division, Strategic Services Division, and the Support Operations Division. A commander is in charge of each division and each division is comprised of several different Sections, which are headed by a lieutenant. The Community Services Section is part of the Support Operations Division, which also encompasses the Air Operations Section, Event Planning Section, and the Traffic Section. Proper protocol concerning the customary chain of command in this type of paramilitary organization would be for the Volunteer Coordinator to go through the Community Services Section Sergeant, then the lieutenant, then the division commander, and then, finally, the Chief of Police. However, the Pasadena Police Department's Volunteer Coordinator reports directly to the Chief of Police, while keeping in constant communication with the Community Services Section lieutenant and sergeant. The Volunteer Services Program follows Figure 1.

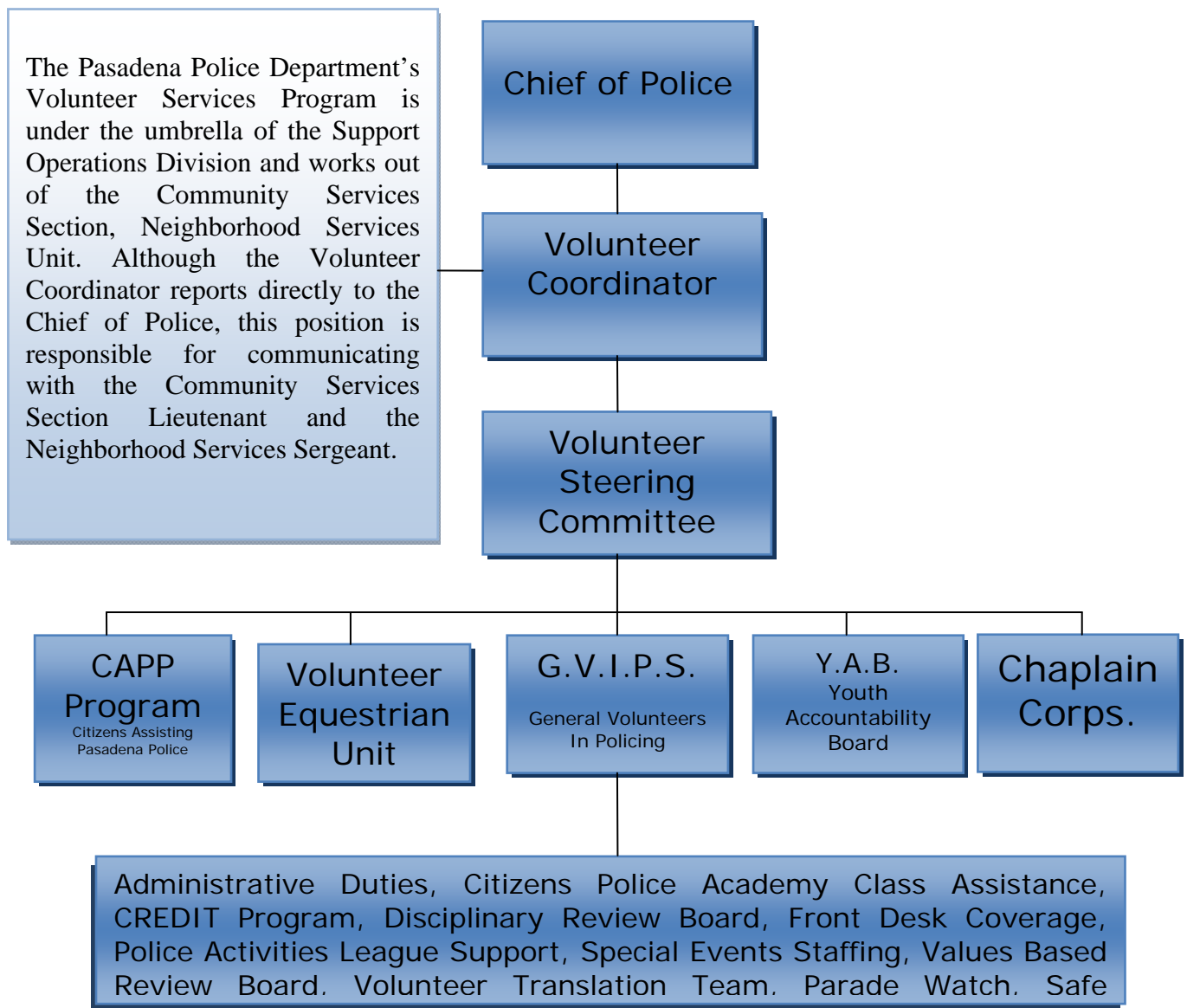


Figure 1. Volunteer Services Program Flow Chart

#### D. VOLUNTEER PROGRAM DESCRIPTIONS

Volunteers are now integrated into most areas of police operations, in five distinct programs. Volunteers who have completed the application process and have been accepted into the Volunteer Services may immediately begin to participate in the General Volunteer Program as jobs are available. Other programs may have additional

requirements for their participants, including qualifying and training. It is possible to serve in more than one program, upon meeting the specific criteria for each program. The five programs are briefly described below.

### **1. The Chaplains Corps**

The Chaplains Corps is made up of ordained clergy from established and recognized faiths within the community. The chaplains prove most valuable in situations that involve death, serious injuries, suicide, and domestic violence. The chaplains console family members and offer guidance and support while leaving the officer available to focus on the police investigation. The chaplains are on a pre-arranged “on call” schedule and are required to respond to emergency situations upon request.

Officers, staff, volunteers, and family members, regardless of rank or religious preference, are encouraged to seek a Chaplain’s counsel, secure in the knowledge that such communication will be classified as privileged, except when the safety of the individual, a co-worker, or the public is in jeopardy.

### **2. The Equestrian Unit**

The Equestrian Unit (or mounted patrol) provides uniformed patrol and surveillance in the Arroyo Seco recreation area and foothills of Pasadena, in an area largely secluded from public view.<sup>52</sup> The unit reports violations and other circumstances that may be a threat to public safety.

Requirements for this unit include riding skills, access to a serviceably sound horse and tack (ownership is not required), and certification in First Aid/CPR. Volunteers must be at least 21 years old and are required to satisfactorily complete 24 hours of patrol ride-along. Equestrians are required to complete 12 hours of service per month and participate in unit meetings and training.

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<sup>52</sup> Covey, *The Speed of Trust*, 319.

### **3. Youth Accountability Board (YAB)**

Youth Accountability Board (YAB) is made up of adult community volunteers who hear and resolve cases involving first-time offenders deemed to be most amenable to rehabilitative measures. These youth volunteer to appear before the YAB and allow it to determine their “sentences,” usually in the form of contracts for restitution and community service time. In exchange for successfully completing the program, the record of the offense is eliminated. If the youth fails to complete the commitment to the board, the case is referred back for normal processing through the Juvenile Court system.

Once a volunteer is appointed to the YAB, he/she will receive training in basic legal concepts, juvenile justice issues, theories relating to youth accountability, and issues of confidentiality and liability. Time commitment is five to six evenings spaced approximately six to seven weeks apart for six months.

### **4. General Volunteers in Policing (GVIPs)**

General Volunteers in Policing (GVIPs) Volunteers who wish to help the department in a variety of capacities, but who prefer to work inside the department or for special events, rather than going out on patrol, are called General Volunteers in Policing (GVIPS). The duties listed under the General Volunteer Program only require on-the-job orientation and training. Volunteers will qualify to serve in these capacities if they are asked by the Volunteer Coordinator. Volunteers from other programs such as Citizens Assisting Pasadena Police, Chaplains, Equestrians, or YAB members may also serve as General Volunteers. Duties performed by GVIPS include:

#### ***a. Citizens Police Academy Class (CPA)***

General volunteers assist the facilitating officers during weekly CPA classes by helping with set-up, food service, clean-up, and other tasks.

***b. CREDIT/ID Theft Program***

In response to escalating identity theft, police volunteers assist a detective in the Community Response to Eradicate and Deter Identity Theft (CREDIT) program. Specially trained volunteers evaluate crime reports, make follow-up calls to victims, and assist in contacting financial institutions, businesses, and other law enforcement agencies.

***c. Disciplinary Review Board***

General volunteers serve as members of a Disciplinary Review Board to provide recommendations to the Chief of Police on department disciplinary matters concerning employees of the department.

***d. Front Desk Coverage***

General volunteers cover and/or assist in coverage as needed at the front counter of the Community Services Section during lunch and vacation periods. Participants greet visitors and ensure that their needs are met.

***e. Police Activity League (PAL) Support***

General volunteers assist with teaching and coaching of youth at the Salvation Army facility, where the PAL group meets.

***f. Staffing for Special Events***

General volunteers are often requested by department personnel to assist with special events. These may include Police Activities League events, Take-Your-Child-to-Work Day, the annual Auto Show, and other activities.

***g. Staffing for Departmental Needs***

General volunteers may be called upon to assist police officers or staff for a specific need, such as filing, making calls, or assisting with a program such as YAB.

***h. Values Review Board***

GVIPS who have been trained in the aspects of Values Based Policing may be selected to participate on a Values Review Board to provide recommendations to the Chief of Police related to alleged values violations by Pasadena Police Department staff.

***i. Volunteer Translation Team***

Volunteers who are fluent in foreign languages may serve on the Department's Volunteer Translation Team. Currently, volunteers with expertise in speaking either Spanish or Armenian who have been identified and tested are qualified to assist with language translation to aid Pasadena Police Department personnel when communicating with Armenian and Spanish speaking individuals. The team provides translation as a means of community outreach that may also include information and referral services to Armenian and Spanish speaking individuals.

**5. Citizens Assisting Pasadena Police (CAPP)**

Citizens Assisting Pasadena Police (CAPP) members are extra "eyes and ears" for the department. CAPP members drive designated white volunteer cars, wear department-approved attire, and must be able to communicate using a radio. Some of their duties are: assisting at DUI checkpoints; traffic control for requested incidents; shopping cart and trash reporting; radar, stop sign, and red light surveys; abandoned autos reporting; code compliance referral; residential vacation checks; graffiti reporting; Safe Shopping Detail driving and Parade Watch during the holiday season; and many other activities.

A CAPP training program must be successfully completed and a driver's test must be passed. Participation in this program requires a high level of commitment of at least eight hours of patrol per month plus monthly meetings and additional training. Each CAPP member is assigned to one of the CAPP teams, where service and compliance with regulations is monitored.

All of the duties listed under this program require a volunteer to be a CAPP member. This means that the volunteer has met the criteria, been accepted into the program and completed the additional training required. CAPP duties are as follows:

***a. Departmental Requests***

CAPP volunteers handle special requests for the department, such as performing traffic control at a collision, fire, etc.

***b. Abandoned Vehicle Reporting***

CAPP Volunteers identify and report abandoned vehicles within the city. The vehicle is tagged and its location is reported to the department for disposition.

***c. City Code/Ordinance Violations***

CAPP Volunteers serve as a resource for reporting city of Pasadena code violations, such as accumulation of junk, trash, and/or debris; inoperable motor vehicles; dilapidated fences or roofs; overgrown vegetation, and so forth.

***d. Check on Welfare of Residents***

CAPP volunteers check on the welfare of family members, e.g., elderly, disabled, etc., as requested.

***e. Delayed Property Reports***

CAPP volunteers help residents complete a Delayed Property Report involving cases where a person wants to file a report for property that has been lost, stolen, or vandalized. These are cases where the suspect is unknown and there are no investigative leads.

***f. Delayed Traffic Collision Reports***

CAPP volunteers help residents complete a Delayed Traffic Collision Report involving cases where a person wants to file a report on a traffic collision after a significant time lapse.

***g. DUI Checkpoints***

CAPP volunteers assist department officers at DUI checkpoints with traffic control and are being trained to do vehicle impounds.

***h. Fire Watch***

In cooperation with the Pasadena Fire Department, CAPP volunteers patrol the hills of Pasadena where fire hazards are evident and report any suspicious activity or fires.

***i. Graffiti Reporting***

CAPP volunteers on patrol report gang graffiti immediately to the dispatch operator, who then requests the proper department to read and remove as soon as possible.

***j. Handicap Parking Violations***

CAPP volunteers who have been trained cite owners of vehicles parked in handicap zones that do not display evidence of approved handicap access.

***k. Parade Watch Rovers***

CAPP volunteers drive the cars throughout the Tournament of Roses Parade route in support of volunteers who are visiting RVs. CAPP volunteers bring materials, run errands, etc.



***l. Safe Shopping Detail Driver***

CAPP volunteers in partnership with another volunteer drive to key shopping areas during the holiday season weekends between Thanksgiving and Christmas. On foot patrol, volunteers are a visible department presence whose purpose is to reduce shoplifting and other crimes against citizens.

***m. Special Event Assistance***

CAPP volunteers are often requested by department personnel to assist with special events where cars are needed.

***n. Shopping Cart Location Reporting***

CAPP volunteers note the location, description and time of sighting of errant shopping carts on a form which is then faxed to the California Shopping Cart Retrieval Service.

***o. Parade Watch***

One of the department's newest activities is Parade Watch. Established as a direct result of the terrorist attacks of September 11, 2001, to enhance the overall safety of the Tournament of Roses annual Rose Parade, Parade Watch uses volunteers to contact all recreational vehicle owners staged along the parade route to solicit their assistance in reporting any suspicious activity or persons.

Graduates of the department's Citizens Police Academy (CPA) may sign up to participate in this annual event. Participants are given training and then go into the field in groups with active volunteers to contact all recreational vehicle drivers in the area surrounding the Rose Parade.

***p. Safe Shopping Detail***

The Safe Shopping Detail was established to patrol shopping areas from Thanksgiving to Christmas to reduce crime during the peak holiday season. Participants

are given training and then patrols are formed by having a General Volunteer accompany a CAPP member on foot patrols of key shopping areas in Pasadena.

The current CAPP program consists of approximately 55 members who are divided into four teams. Each team has a Team Leader who is selected by the Volunteer Coordinator. Team Leaders meet with the Volunteer Coordinator on a monthly basis to discuss any CAPP member issues such as not meeting the eight hours per month patrol minimum, missing monthly meetings, or leave of absence requests. Team Leaders are also responsible for providing training to the CAPP membership on a monthly basis and ensuring that their team members attend the mandatory monthly CAPP meeting. Due to the large size of the CAPP program, the team structure has improved communication between the Volunteer Coordinator and the CAPP members and vice versa. This structure has also allowed the Volunteer Coordinator to extend responsibility and additional opportunities to volunteers that are interested in taking on more leadership responsibilities.

#### **E. CASE STUDY SUMMARY**

The full-time designated Volunteer Coordinator position has been in place in Pasadena Police Department since 2004. The Volunteer Coordinator is assigned to the Community Services Section for a three-year period and reports directly to, and meets monthly with, the Chief of Police. This unique twist to the chain of command has proven to be a major catalyst in the growth of the volunteer program. By providing the Volunteer Coordinator with immediate answers to most questions, the Chief of Police eliminates the customary lag time that is often associated with the “normal” chain of command. Therefore, swift action can be taken by the Volunteer Coordinator on matters such as implementing a new volunteer program, purchasing new equipment, dealing with volunteer discipline, or department personnel who sometimes say, “No, we can’t let volunteers do that.” This unconventional meeting between chief and officer also sends a message to the volunteers, as well as the entire organization, that the chief places great value on the volunteers and recognizes their efforts on behalf of the Pasadena Police Department.

A key point in the growth of not only the number of volunteers, but also their placement within the department, has been the creative freedom granted to the Volunteer Coordinator by the Chief of Police. As uniformed volunteers began to appear on a daily basis in almost every section of the department and in many different roles, it has become commonplace for department employees and volunteers to work side by side. This institutionalization of volunteers within the department led to their acceptance by department personnel. This, in turn, has led to the creation of more volunteer opportunities and greater volunteer retention because the volunteers now feel accepted and there is a wide variety of volunteer opportunities.

Allowing the volunteer program to grow and change with the needs of the department and the community leaves little room for stagnation. If a specific volunteer program is no longer needed or can be modified to better serve the department, it is an easy fix. The Chief of Police facilitates this type of work environment by allowing the Volunteer Coordinator the opportunity to work “outside the box.” This has produced a wider range of more complex volunteer opportunities that benefit not only the Pasadena Police Department but also the community it serves.

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## **VI. RECOMMENDATIONS**

Never doubt that a small group of thoughtful, committed citizens can change the world. Indeed, it is the only thing that ever has.

Margaret Mead

The intent of this thesis and the purpose of the survey, literature review, and case study were to provide law enforcement executives with an enhanced understanding of the position and responsibilities of a full-time designated Volunteer Coordinator and to examine the importance and value of the position. Additionally, current examples of how volunteers are used by law enforcement to augment homeland security related duties were also studied. At the very least, this research can provide food for thought to those in law enforcement who are still trying to decide whether volunteers should be used in their respective agencies. To its fullest extent, it is anticipated that this research provides strong evidence and sound reasons that implementing a full-time Volunteer Coordinator is a good business investment.

After analyzing all the data collected from the various forms of research, there are a number of recommendations to be made. First and foremost, volunteers are a resource, which when properly utilized and allowed to participate in key agency operations, can provide significant assistance to a law enforcement agency. Every city or township, no matter the size, more than likely has citizens who are willing to assist their local law enforcement agency. Taking the time to connect and collaborate with the members of a community and proactively incorporating them into an agency's disaster response and recovery plans can pay high dividends when catastrophe strikes.

Once an agency has a volunteer program, a set of standards in written form addressing policies and procedures, training manuals, and an operational manual are necessary tools for the volunteer program. These handbooks provide a structure for the volunteer program itself, along with guidance for the volunteers as well as the Volunteer Coordinator and the law enforcement agency they serve. An Operational Manual is located in Appendix A, and a Volunteer Coordinator position description is located in

Appendix B. A starting point in developing the majority of this material was the references offered by the Volunteers in Police Service website.<sup>53</sup> The material was adapted to suit the needs of the Pasadena Police Department's volunteer program. It is reviewed on an annual basis and adjusted as the program changes.

For law enforcement agencies that currently have volunteers but have yet to incorporate them into their homeland security strategic plan, now is the time to move forward. Taking the time to properly train and integrate this valuable resource into an agency's homeland security strategic plan will allow for a smoother response when called to action. Citizen volunteers bring many skills to the table that may not be found in traditional law enforcement agencies. Take advantage of what the volunteers are willing to offer. Be creative and extend trust. The results will be well worth the effort.

The foremost recommendation is for law enforcement executives to fully consider the benefits a full-time designated Volunteer Coordinator can provide for their agency and their volunteer program. Although the research and the survey data do not provide incontrovertible proof that a full-time Volunteer Coordinator is a necessity to a volunteer program, there is sufficient evidence to show that a volunteer program is more effective when properly managed and led. Instead of focusing only on the cost to implement the position of Volunteer Coordinator, leaders of an agency should look ahead to the return on investment. By proactively addressing the requirements of a successful volunteer program up front, it will be laying a strong foundation for the volunteer program to effectively serve the agency.

The final recommendation of this thesis is directed exclusively to law enforcement executives. Their full support is necessary to give the volunteers, the program, and the Volunteer Coordinator a strong voice and also the power and authority to effectively deliver the greatest possible assistance to their agency. The leader's attitude concerning the volunteers and the volunteer program will set the tone for the entire agency. Their leadership will be the key ingredient in the success of their agency's volunteer program.

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<sup>53</sup> Volunteers in Police Service, "Frequently Asked Questions," Volunteers in Police Service, <http://www.policevolunteers.org/volunteer/faq.cfm> (accessed November 30, 2008).

## VII. CONCLUSION

The world we created today has problems which cannot be solved by thinking the way we thought when we created them.

Albert Einstein

This thesis set out to answer the question: *How does a designated Volunteer Coordinator impact mission performance in a law enforcement agency's volunteer program?* The literature reviewed shows the correlation among a successful volunteer program, dedicated volunteers, a Volunteer Coordinator, and a committed organization. Volunteer management makes sure that time, money, resources, good will, and people are not wasted. It aids in retention of volunteers and shows an organization's commitment to make the best use of this voluntary human resource. The research also established that in order to be successful, a group of people, whether they are employees or volunteers, requires not only a leader, but also an effective leader.

The first response to any disaster, no matter the scale, is a local response. Police and fire personnel are tasked with handling the initial call out and assessment. However, there will come a time that the magnitude and scale of a terrorist attack or disaster, natural or man-made, will be too large for local responders to manage alone. It will be the responsibility of those first on scene to handle matters to the best of their abilities until the next level of assistance arrives from surrounding agencies and, if needed, from the state and federal level. Properly trained volunteers are the resource that can greatly assist first responders in these critical first hours and days. Additionally, the volunteers can be utilized throughout the entire operation.

The *National Strategy for Homeland Security*, published in July 2002, addressed the fact that all Americans have a key role to play in the war on terrorism.<sup>54</sup> Citizens across the country have heeded the call to step forward by volunteering, often at their

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<sup>54</sup> Office of Homeland Security, *National Strategy for Homeland Security* (Washington, D.C.: Pavilion Press, 2002).

local police departments. Volunteering empowers citizens to take charge in their communities and to collaborate effectively with their local law enforcement agency.

It is very likely that the war on terrorism will never see a true end. The battle will be an ongoing parade of hard fought victories interspersed with some devastating losses. The battle against natural disasters is impossible to win; triumphs come through new technologies that assist with more accurate forecasting and how to better protect ourselves. There is no single discipline or agency at the federal, state, or local level that can engage in these battles alone and expect any possibility of true and lasting success. Success in fighting the war on terrorism or preparing to respond to a major disaster will only come when all stakeholders share in a collaborative effort. This includes those at the federal level and continues all the way down to the citizens of this nation who want to participate and who have the right to participate.

Today, volunteers add considerable value to many law enforcement agencies on a daily basis, although the practice of integrating them into an agency's homeland security efforts has been slow; Volunteer Management is a "thinking out of the box" concept for most agencies. It is now time for law enforcement executives nationwide to think differently and lead more creatively. Doing so will allow both law enforcement and the citizens it serves to succeed collectively in the war on terrorism and also with disaster preparedness, response, and recovery efforts.



## **APPENDIX A: VOLUNTEER HANDBOOK AND OPERATIONAL SUMMARY**

The material used in Appendix A was taken from the Pasadena Police Department's Volunteer Handbook and The Pasadena Police Department – Operational Summary – Volunteer Services Program.<sup>55</sup> When developing these materials, members of Pasadena's Volunteer Steering Committee along with the Volunteer Coordinator, this researcher, looked to the Volunteers in Police Services (VIPS) website resource center as a starting point to gather information. VIPS provides templates submitted from law enforcement agencies throughout the country to provide the foundation for volunteer handbooks, manuals, training guides, and other related material.

### **Mission:**

To support the department through the contributions of its volunteers.

### **Goals:**

To enhance a law enforcement agency's services by utilizing volunteers to supplement staff efforts and to increase cooperation between the department and private citizens for the benefit of the community:

- To provide central organization, planning, guidance, and logistical support for volunteer activities within the department;
- To use volunteer leadership in program(s) administration;
- To encourage and provide opportunities for citizen participation in Pasadena Police Department goals;
- To match the skills and interests of volunteers with the needs of the department;
- To help provide a positive experience for volunteers;
- To become a model for volunteer programs in law enforcement.

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<sup>55</sup> Pasadena Police Department, *Pasadena Police Department Volunteer Handbook* (Pasadena: Pasadena Police Department, 2006).

**Objectives:**

- To link volunteers with the department to accomplish its objectives;
- To educate members of the department as to the duties, responsibilities and capabilities of the volunteers and the benefits they bring to the department;
- To involve Pasadena Police Department officers and staff in the identification of volunteer tasks within their units;
- To match volunteers with appropriate tasks within the organization based on their experience and interests;
- To maintain accurate information about volunteers, program participation, hours worked, volunteer opportunities within the organization, etc.;
- To allow and encourage department volunteers to participate in the design, management, and evolution of volunteer programs;
- To work with and encourage department leadership who currently use volunteers, to acknowledge their achievements.

**The Volunteer Services Steering Committee** assists the department in developing and coordinating the department's volunteer programs and participants. Members of the committee are subject not only to department policies, but to the Committee's Bylaws. Responsibilities of the committee include:

- Assisting in overseeing the department's volunteer programs, events and activities;
- Developing recommendations for projects, programs, policies, rules and regulations related to volunteers and forwarding those recommendations requiring approval to the department;
- Assisting with coordinating, implementing, evaluating and monitoring department-approved projects and policies related to volunteers.

**The Volunteer Coordinator** is a sworn officer in Community Services who serves as the liaison to the Volunteer Services Steering Committee, reports directly to the Chief of Police and serves as the overall supervisor for the volunteers. The position is responsible for the general direction and coordination of volunteer activities throughout the department. Duties include overseeing the planning and developing and managing of volunteer services to ensure the program and department will derive full benefit from a valuable resource. Other responsibilities include:

- Budget preparation;
- Liaison with command staff or their designees in charge of volunteer activities within their units;
- Preparation of management reports;
- Overseeing of generation and/or revision of policies and procedures dealing with volunteer activities within the department;
- To advocate for increased agency-wide commitment to volunteerism;
- Evaluate the need for volunteer services within the department;
- Direct the recruitment and placement of volunteers;
- Develop and supervise volunteer orientation;
- Assist in the development of goals and objectives for the program;
- Assist Pasadena Police Department sworn and non-sworn staff in appropriate recognition, retention, and motivation programs for volunteers;
- Plan and schedule volunteer placement and changes in assignments;
- Keep informed about current state and federal laws that apply to volunteer programs.

**A volunteer is defined** as an individual who performs hours of service to an organization without promise, expectation or receipt of any form of compensation (either monetary or other). Volunteers are "at will" staff with no employee "rights" and are not represented by employee associations.

Volunteers serving the department will:

- Conduct their volunteer activities with dignity and courtesy toward all citizens, without regard to race, religion, or ethnicity and with a dedication to the safety and welfare of all;
- Assist the department to the best of their abilities while performing assigned duties;
- Represent the department in a positive manner;
- Dress in a manner suitable to their assignment and conduct themselves professionally;
- Respond courteously to legitimate requests by department personnel and notify the appropriate person(s) in advance if an assignment cannot be met;

- Support the department and while doing so are subject to the same departmental rules and regulations as paid employees;
- Acquire a working knowledge of the policies and procedures of the department and become proficient in the specific requirements of the activity for which they have volunteered;
- Respect the department's chain of command, understanding that the Chief of Police has the final authority related to all activities involving Volunteers;
- Maintain a positive attitude toward others and exhibit attitudes which foster teamwork, good morale and positive relations. Behaviors which are negative, divisive and counter-productive are unacceptable;
- **Augment, not replace**, paid staff positions. As such, volunteers will be treated as members of the Pasadena Police Department team in order to enhance services provided to the community;
- **Be Capable of Maintaining Confidentiality.** Some information obtained by volunteers may be confidential and disclosure of it is prohibited. Each Division/Unit needs to determine which volunteer positions will allow access to confidential information and/or whether it is appropriate for volunteers to have access to confidential information. All volunteers will complete a Pasadena Police Department statement of confidentiality in conjunction with their acceptance into Volunteer Services which will be maintained in their Volunteer Record.

#### **Rights/Expectations of Volunteers:**

Volunteers are a valuable resource to the Pasadena Police Department officers and staff, deserve to be recognized and should have the expectation of being:

- Assigned to tasks which are suitable to their experience, education and preference;
- Trained properly for assumption of responsibilities and provided with continuous education aimed at improving their skills;
- Involved by their input into the program's process and assisting in its planning;
- Evaluated on a regular basis;
- Treated with respect and made to feel a part of the volunteer team;
- Recognized for their contributions.

In order to remain in good standing and maintain his/her privileges, a volunteer of the Pasadena Police Department must comply with the Volunteer Program's Rules and

Regulations. Failure to comply may result in volunteer privileges being reduced or revoked and/or the volunteer's dismissal from the program.

### **Recruitment of Volunteers:**

The Pasadena Police Department recruits participants for the Citizens Police Academy (CPA) which then becomes the prime venue for recruitment of volunteers. Participants learn about the CPA from newspapers, community papers and other media as well as service clubs, community groups, city council commissions, and other police volunteers. The Citizens Police Academy provides insight for possible volunteers into the workings of the Pasadena Police Department.

Position descriptions serve as a tool for recruiting people with the right interests, skills and availability, and successfully matching those individuals with volunteer positions. Position descriptions make clear the volunteer's responsibilities to everyone – staff, volunteers and Volunteer Coordinator — which simplifies supervision and clears away many areas of potential conflict.

### **Process:**

Presentations are made at the CPA classes by the Volunteer Coordinator, officers, Program liaisons and others describing the need at the time for volunteers in specific areas. Expectations and opportunities are explained in order to make a successful match between Program and volunteer.

Prospective volunteers first complete an application. Then they are interviewed with specific questions by someone from the program needing their services and the Volunteer Coordinator. After that process is successfully completed, the applicant undergoes a background screening. Following the screening, a letter of acceptance or non-acceptance is sent to the prospective volunteer in a timely manner. If accepted, they are invited to an orientation.

When seeking a volunteer, the requesting program must complete a Volunteer Request Form and send the form to Volunteer Services. Upon receiving the request form, the Volunteer Coordinator will actively recruit a volunteer meeting the specified

qualification. A pre-screening will be done by telephone to determine minimum qualifications for a job. Volunteer Services staff members will send out volunteer background packets only when a position has been established for the volunteer.

Applications, emergency information, background screening information, a confidentiality statement, list of equipment issued, training records, and volunteer hours (tracked on the computer and printed as needed) will be maintained in a secure manner. The recruitment process operates under the auspices of the Pasadena Police Department.

### **Application Process:**

A CPA graduate wishing to volunteer will be required to complete an application in full and submit it to the Volunteer Coordinator. The application includes the following elements:

- Personal history statement
- Driving information
- Military background
- Education
- Convictions
- Experience and employment
- Personal references
- Volunteer experience
- Interests, skills, training and hobbies
- Availability and preferences for volunteering
- Medical background
- Emergency contact information
- List of relatives and references
- Pre-investigative questionnaire
- Signed waiver and disclaimer

### **Background Investigation:**

Applicants will be notified when receiving a blank application that security screening is required. Quality screening and thorough background investigations allow the Pasadena Police Department to maintain the same level of personal integrity and talent as if selecting for a paid employee position. Volunteer positions within the department require a background check, including fingerprint verification, prior to serving. Volunteers will be graduates of the CPA and approved by the Volunteer Coordinator.

The Background investigation will include the following:

- Review of application to ensure completeness and signature by applicant.
- Signed confidentiality agreement
- Reference check
- Fingerprint verification with DOJ, DEA
- Automated system checklist completion including the following:
  - NAMS (RMS – local contacts)
  - DMV inquiry (DL inquiry)
  - USDMV (out-of-state DL inquiry)
  - LOCS (Local address inquiry)
  - BOOK (30 day booking retention inquiry)
  - REG (DMV – vehicle registration inquiry)
  - VEH (DMV – vehicle inquiry)
  - GUN (firearm inquiry)
  - MISS (missing person inquiry)
  - WANT (wanted persons inquiry)
  - JAI/JNAMS (juvenile name inquiry)
  - SARQ (sex offender file)

Volunteer applicants will be qualified for volunteer service following a successful background verification and interview. In the event of certain negative information,

volunteers will either be automatically disqualified from becoming Pasadena Police Department volunteers, or may be disqualified following a further review.

**Automatic Disqualifiers:**

The following background disqualifiers will automatically cause an applicant to be notified that he/she did not pass his/her background check:

- Failure to properly complete and provide information requested on the application;
- Been convicted of a felony;
- Been dishonorably discharged from the United States Armed Forces;
- Had a pattern of abusing prescription drugs;
- Had excessive traffic violations within the past five years;
- Been previously employed as a law enforcement officer and since has committed or violated federal, state, or city laws pertaining to criminal activity;
- Lied during any stage of the volunteer acceptance process;
- Falsified any portion of his or her questionnaire or application;
- The possession of any firearm or other object considered to be an illegal weapon as defined by the California Penal Code.

**Discretionary background disqualifiers:**

The following disqualifiers may, upon review by the Pasadena Police Department, make an applicant ineligible and may also be used to release a member from the Volunteer Services:

- A physical or mental disability that would substantially impair an individual's ability to perform his/her duties;
- Alcohol misuse and/or abuse prior to and/or during the volunteer term;
- Any conduct or pattern of conduct that would tend to disrupt, diminish or otherwise jeopardize public trust in the law enforcement profession;
- The removal, copying, transmittal or release of any information considered confidential or non-confidential;
- Verbal release of any confidential information;
- Inappropriate behavior relating to sexual harassment or other types of racial slurs.



### **Interview Process:**

Selecting volunteers who will meet organizational needs, feel satisfied in their positions, and fit into the organization is critical for program effectiveness. Interviewing a potential volunteer has two basic purposes:

- **Identify Proper Placement.** Determine the interests and abilities of the potential volunteer, determine their suitability for particular jobs, and assess their skills for the organization, its style of operation, and its mission.
- **Recruiting.** Answering any questions or concerns that the potential volunteer may have and explaining to the volunteer how he/she could make a contribution to the department and the community, and thereby derive personal satisfaction from helping.

The Volunteer Coordinator will conduct interviews of potential volunteers. The selection process must comply with Equal Employment Opportunity requirements. During the interview, the applicant is asked about their prior volunteer experience (if any), skills, and reason for volunteering and desired position. Accepted candidates will be matched with available positions within the organization.

### **Selection Process:**

Once the interview is conducted and the screening is completed, an applicant is notified that he/she has passed the background check. The volunteer will be issued an ID badge and placed in a volunteer job assignment. A clearance letter is placed in the applicant's record. Candidates who do not clear backgrounds will be sent a non-acceptance letter. Screened volunteer packets are kept in the Volunteer Services office in a locked cabinet.

### **Orientation Process:**

The purpose of the orientation process is to make new volunteers feel welcome, appreciated, and to provide information which will assist them to perform their work effectively. Orientation involves giving volunteers an adequate background on the Pasadena Police Department, its operation, its chain of command and its procedures.

Orientation is necessary because the volunteer needs to become a part of the Pasadena Police Department team and needs to understand what the department is about and how it operates.

The Volunteer Coordinator will schedule and conduct a formal department orientation for all new volunteers on a periodic basis. Volunteers are expected to abide by the same supervision, rules of conduct, and ethical standards which govern paid staff.

When a volunteer appears for duty, the requesting unit will conduct a workplace orientation of its specific standards to inform the volunteer of protocols that need to be followed in that unit.

The volunteer will be notified of the date/time of the next formal orientation meeting and be asked to attend. Volunteers are required to attend a formal department orientation within six months of their first assignment, and will be informed of the process for general training and updating required of volunteers in the specific program in which the volunteer serves.

Volunteers receive the following materials:

- **Volunteer Handbook**, which serves as a detailed reference providing volunteers with valuable information about the organization and the volunteer program.
- **Picture ID Badge** which states the volunteer's name and identifies the person as a Pasadena Police Department volunteer. The ID badge must be worn by the volunteer whenever the volunteer is acting as a department representative or interacting with the public in an official capacity, unless other identification is provided in lieu by a specific Program.
- **Uniform tools and equipment** items will be provided to volunteers if required in specific Programs.

#### **Training:**

Training is distinguished from Orientation in that it usually is tailored to a specific volunteer Program. All volunteers will receive the minimum training:

- Orientation / Training to the division and/or section policies and procedures;
- Information on how the volunteer will interact with others in the system;

- Specific Volunteer job duties;
- Safety Training

Each program deals with its unique characteristics. There is a plan for training volunteers and a program representative in charge of making it happen in each program.

### **Placement Process:**

When seeking a volunteer, the requesting unit must complete a Volunteer Request Form and give it to the Volunteer Coordinator, who will actively recruit a volunteer meeting the specified qualifications.

When individuals express interest in a volunteer assignment, the Volunteer Coordinator will inform the potential volunteer of the positions that are available. A pre-screening will be done by telephone to determine minimum qualifications for a job.

After locating a potential volunteer, the Volunteer Coordinator will arrange to have the volunteer contact the requesting unit. This important step ensures that the volunteer will be compatible with the requesting unit.

### **Management and Tracking of Volunteers:**

Information is entered into the VolunteerWorks® software program in the Volunteer Services area for all Citizens Police Academy graduates.<sup>56</sup> This information is further updated from an applicant's application, and is updated whenever new information is received about a volunteer, such as contact information change.

### **Volunteer Records Management:**

Upon placement in a volunteer Program, the following documents must be included in volunteer files;

- Volunteer application
- Background clearance documents
- Training records
- Volunteer emergency information

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<sup>56</sup> Volunteer Works Support, "Web-Based Volunteer Tracking System," Volgistics, <http://www.volgistics.com/VWHome.htm> (accessed January 4, 2008).

- Security Clearance Release
- Statement of Confidentiality
- Reports of hours served
- Volunteer updates

All records kept in the volunteer's file are confidential and are kept in a secured file cabinet. These cabinets will remain locked when members of the Volunteer Services Administration are not present. Only Volunteer Services staff will have access to confidential files, except in the case of a department inspection. Files of volunteers that are inactive, rejected, resigned, or terminated shall be kept in storage.

### **Volunteer Activity Hours Tracking:**

It is important to the city of Pasadena that the department collects and report on the number of hours contributed by citizens. Towards this end, the Steering Committee is committed to tracking hours of all volunteer activities. The VolunteerWorks<sup>®</sup> software program is also used to track the program(s) a volunteer participates in, and the hours spent serving the department.<sup>57</sup>

Volunteers are required to either report their time, or sign-in to special events and have their time reported for them to Volunteer Services. Hours will be reported and collected using several methods:

- **Pasadena Police Department Station** – sign-in/sign-out daily at the volunteer desk.
- **Off-site** – sign-in/sign-out with Pasadena Police Department event coordinator (this includes Police Activities League)
- **Chaplains** – submit time on a monthly sign-in sheet. If time is contributed in the General Volunteer Program, that time needs to be submitted on the General Hours Reporting Sheet.
- **Citizens Assisting Pasadena Police** – hours related to CAPP will be extracted from the Patrol Activity Log Sheets (this includes DUI Checkpoints). If time is contributed in the General Volunteer Program, that time needs to be submitted on the General Hours Reporting Sheet.

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<sup>57</sup> Volunteer Works Support, “Web-Based Volunteer Tracking System.”

- **Meetings** for all volunteers – by sign-in at the meeting. It will be credited to the appropriate Program.
- **Equestrians, Youth Accountability Board, Safe Shopping Detail & Parade Watch** – hours will be reported by the appropriate program or activity coordinator.
- **Program Administration** – to capture all the hours spent coordinating, planning and implementing all the volunteer programs, including Steering Committee and Subcommittee meetings, preparation and time. This time will be reported on individual reporting sheets.
- **Special Events** (which might include such events as: National Night Out, Police Awards Luncheon, Auto Show, Take Your Child to Work Day, and other department special event requests) – this time will all be collected by the coordinator for the special event.
- **Training** (meetings, orientations, conferences, ride-alongs, and other department training) – will be reported on individual program time sheets and/or by the Program Liaison.

#### **Evaluation:**

**Background** — Individuals often want opportunities beyond work and family to satisfy motivational needs. Volunteering is one such opportunity and provides a valuable service both to the community and to the organization using the volunteer, in this case the Pasadena Police Department.

To keep an individual committed to volunteer work requires a commitment, not only on the part of the department, but also on the part of the officers and staff performing the supervision. It is important to motivate and encourage volunteers to be productive and enthusiastic contributors. Individual and program evaluations can be an important tool to assist this effort. They can provide a clear structure to allow people to work within defined boundaries to perform an important function. It is also an excellent time to recognize and thank volunteers for their contributions to the organization.

By approaching evaluations as a collaborative and positive process the department and its supervisors will be able to:

- Increase communication
- Establish clear expectations
- Improve performance

- Receive important feedback
- Help volunteers reach their potential
- Foster a spirit of cooperation and teamwork
- Support the mission and vision of the department

**Process** — Evaluating volunteers is an on-going process. It is important to acknowledge good performance in a timely fashion, just as it is important to address problems as soon as they arise. Because communication is the key to optimum performance, the evaluation process does not have to be formal, but must be consistent and frequent enough to not only appraise performance, but to outline expectations, set goals, identify opportunities and gather feedback. It is important that the evaluation process be explained to each volunteer during orientation, and also important that it is reviewed with individuals supervising and evaluating volunteers.

It is the policy of the department that volunteers will be evaluated periodically, by an officer, a supervisor, or program representative. The decision as to who will perform the evaluation depends on the program, the nature of work being performed, and the issues or sensitivity involved with the individual being evaluated. Not all volunteers will require a “one-on-one” evaluation. For example, volunteers working special events may be reviewed informally by an officer, supervisor or liaison, with a discussion following only if required due to a performance issue. In all cases, however, if an individual is being considered for release from volunteer service due to performance, that action must be approved by the chief.

When performing an evaluation it is important to understand the nature of the activity and the expectations of properly performing that activity. These should be thoroughly reviewed prior to conducting an evaluation.

It should be emphasized that the evaluation process is only as good as the informal ongoing process of supervising, training and coaching that allows volunteers to be kept informed of their progress.

The evaluation time is also a great time to recognize and thank volunteers for their contributions to the department.

**Volunteer Recognition:**

Volunteers will be recognized by the department at an annual dinner in their honor. The Volunteer Services Steering Committee will assist the Volunteer Coordinator to coordinate the Annual Recognition event for all volunteers. The banquet is hosted by the department. Each individual program/division/unit is encouraged to develop methods of reward and recognition that are particularly meaningful to those volunteers.

**Resolution of Disputes:**

Volunteers who experience difficulties associated with their job duties should follow the chain-of-command complaint procedures utilized by paid staff if it becomes necessary. The volunteer should notify his/her immediate supervisor of the complaint. If the response is unsatisfactory or if the issue is the supervisor, the volunteer should notify the Volunteer Coordinator. If resolution is not possible, the volunteer may be given the options of selecting an alternate volunteer position or resigning from the volunteer program.

**Chaplain Corps. – Additional Criteria:**

- Chaplains selected for the program shall meet the following additional criteria:
- Shall reside or serve in the city of Pasadena;
- Shall be active in the Pastorate or related ministry within their own denomination;
- Shall exhibit and maintain high spiritual and moral standards;
- Shall possess a valid and current California driver's license;
- Shall possess a willingness to be involved in the training that will enhance the chaplain's efficiency in dealing with police-related incidents;
- Shall provide evidence of their religious organization's permission to engage in police chaplaincy;
- Shall receive a favorable peer interview report;
- Each Chaplain candidate shall fill out an application, be subject to a background check and sign a liability waiver form.

Members of the Chaplain Corps will provide a vital link between the department and the community in additional ways:

- Assisting the department in death notifications, accidents, etc.;
- Attending and engaging in community activities as a representative of the department when required;
- Providing clergy services to members and families of the department including: counseling, hospital visits, funerals, weddings, etc.;
- Offering invocations and benedictions at department functions;
- Participating in review boards as requested;
- When a duly appointed Chaplain Corp member wishes to discontinue his or her service, a formal letter shall be submitted to the chief and all forms of identification must be turned in to the Chaplain Coordinator.

#### **Citizens Assisting Pasadena Police (CAPP):**

Department Citizens Police Academy Graduates who have received department clearance may volunteer to become members of the Citizens Assisting Pasadena Police (CAPP) Program of the department's Volunteer Services. CAPP members drive designated white volunteer cars, wear special department-approved attire and must be able to communicate using a radio.

#### **Criteria for acceptance in the program include:**

- Completion of Volunteer Application;
- Background check, including fingerprinting;
- Satisfactory completion of a CAPP training program;
- Passing a driver's test;

Participation in this program requires a high level of commitment. In order to maintain active status, members are required to complete a minimum of eight hours of patrol per month in addition to participating for an average of two to four hours per month in meetings and training sessions. Additional training and patrol hours may be required.

#### **Equestrian Unit Requirements:**

- Having riding skills (this means being comfortable and in control of their horse at the walk, trot and canter);



- Access to a serviceably sound horse (which must be calm, able to handle moderate vehicle and pedestrian traffic) and tack (ownership is not required);
- Background clearance;
- Completion of the department's Citizens Police Academy;
- Certification in first aid/CPR;
- Volunteers must be at least 21 years old and are required to satisfactorily complete 24 hours of mounted patrol ride-along.
- Proficient in rules and radio procedures;
- Maintain professionalism while being subjected to verbal abuse;
- Familiar with the Arroyo Seco;
- Following a six month probationary period, members agree to complete 12 hours of service a month and participate in unit meetings and training.

#### **Requirements for YAB Members:**

Each prospective YAB member must complete a Volunteer Application, be fingerprinted and pass a background check conducted by the department. Applicants agree to maintain the confidentiality of all hearings and the issues involved in evaluating and adjudicating all youth cases.

Once a volunteer is appointed to the YAB, he/she will receive training in basic legal concepts, juvenile justice issues, theories relating to youth accountability and issues of confidentiality and liability. YAB members must commit to providing quality service on the YAB by:

- Being open and clear in their communications to other members of the YAB and the juvenile offenders;
- Treating people with dignity and respect;
- Creating an open environment where other members are free to be innovative;
- Being responsive to the needs of the community;
- Each member of the YAB brings to the process a lifetime of experience, skills and resources and a genuine commitment to the community. Together, these attributes help establish a meaningful program that produces positive results.

**Board Member Duties:**

- Propose resolutions to address criminal cases of first-time youth offenders;
- Review the police report and meet with the juvenile, his/her parents, the officer handling the case and the counselor;
- Ask questions regarding the incident, hearing from all sides;
- In absence of minor and parents, discuss and propose an “Accountability Contract” designed to address the juvenile’s behavior and any other underlying issues which may have led to the criminal offense;
- Obtain an agreement from the juvenile and his/her parents through a signed contract which commits them to the program for a period of six months;
- Meet once every two months to follow-up on progress;
- Upon satisfactory completion of the contract, close the case;
- Dismiss the juvenile from the program for failure to satisfy terms of contract (case will then be filed through the Juvenile Justice System).

## **APPENDIX B: JOB DESCRIPTION LAW ENFORCEMENT VOLUNTEER COORDINATOR**

The job classification below was submitted to be used for the Volunteer Coordinator position in the Pasadena, California Police Department. Original information was obtained from the Mesa, Arizona Police Department and was then restructured to fit the needs of the Pasadena Police Department by this researcher. This job description can be personalized to meet the requirements of individual law enforcement agencies.

### **Classification Responsibilities:**

A law enforcement Volunteer Coordinator manages the volunteer program within the police department and is responsible for recruiting, interviewing, conducting background investigations, coordinating polygraph examinations, selecting and placing volunteers, conducting orientation and ensuring that training is provided. An employee in this job coordinates with police supervisory personnel in order to determine volunteer needs and liaisons between the volunteers and supervisors when necessary. Specific duties performed include: continual recruiting for volunteers using various methods; conducting structured interviews to collect information regarding applicants; maintaining and reviewing all files which includes auditing the files for completeness; analyzing the sensitive and confidential polygraph findings, criminal history checks, information from employers and personal references and placing acceptable candidates in a volunteer assignment. Additional responsibilities involve giving oral presentations in front of public groups; writing the volunteer newsletter; preparing a monthly report along with the summary for the annual report; and planning the annual Volunteer Recognition Dinner. This job is responsible for performing related duties as required.

### **Distinguishing Features:**

The law enforcement Volunteer Coordinator is assigned to the Community Services Section within the Support Operations Division of the police department. Decisions are made within established guidelines but do require independent judgment and the ability to apply general knowledge of the principles and practices of personnel

administration as related to volunteers and applicable laws and procedures. This position reports directly to the Chief of Police along with lateral communication to the Community Services Section Lieutenant and Sergeant who reviews work through reports, meetings and results achieved.

**Qualifications:**

**Education and Experience:** Requires any combination of training, education and experience equivalent to high school graduation or GED and good (1-3 years) public contact experience in a law enforcement environment or a minimum of one year experience working with a volunteer program. A Bachelors Degree in personnel, public administration, public relations or a related field may substitute for the required experience.

**Special Requirements:** Due to the confidential and sensitive nature of information handled, successful completion of a background investigation and polygraph examination is required.

**Essential Functions:**

**Communication:** Communicates with the general public, sworn personnel, other city employees, management, other agency personnel and public officials in order to complete background investigations on applicants for volunteer positions. Conducts investigative interviews with applicants, employers, supervisors and references. Prepares and gives oral presentations to numerous entities including private and community organizations. Instructs and trains volunteers and student interns on volunteer personnel and supervisors to ensure satisfaction with assignments and acceptable performance on the job. Prepares written documents including forms for background checks, reports, proposals, memos, ongoing recruitment information, brochures and oversees publication of the monthly volunteer newsletter.

**Manual/Physical:** Recruits for volunteers through various media and distributes applications for the Program. Reviews documents such as applications, polygraph reports/results, written examinations and background information in order to verify that basic qualifications are met and to determine acceptability of applicants for the

department's volunteer program. Operates a variety of standard office equipment including a personal computer (PC), typewriter and recorder. Retrieves data or enters data into a PC in order to maintain records, generate reports, develop forms, and create the newsletter. Prepares forms and mail for collecting background information and distributing information to recruiters and applicants. Sorts and files background records and all documents related to volunteers. Oversees the maintenance of time sheets, records and compilation of data and statistics pertaining to program size, hours served, training received and money the city saved in wages/benefits. Responsible for deploying available volunteers during an unusual occurrence (i.e., disaster, riot, evacuations, terrorist attack, etc.).

**Analytical/Organizational:** Coordinates work activities with other police divisions, other city departments, outside agencies and applicants. Analyzes data from investigative interviews, background information, polygraph results and criminal history checks to determine if applicants are acceptable for placement. Comprehends and makes inferences from written material including accreditation standards, federal laws and guidelines regarding volunteers and hiring practices, departmental procedures, city personnel rules and information obtained from background checks, volunteer applications and police reports. Assesses departmental needs for volunteers. Performs conflict resolution involving problems with volunteers and/or the program. Prioritizes own work. Performs mathematical calculations and statistical computations for monthly and annual reports. Learns job-related information through on-the-job training and in a classroom setting.

**Knowledge/Skills/Abilities:**

**Knowledge of:** Basic data processing methods; police department objectives, procedures and terminology; standard maintenance procedures applicable to selection and personnel records; security and privacy requirement of police information; and the English language and basic writing techniques.

**Skill in:** Using a PC to enter and retrieve data. The keen ability to deal with people of varying ages, skill and educational levels.

**Ability to:** Obtain information through interview and observation; successfully complete training on conducting background investigations; learn the principles and practices of volunteer management; learn applicable laws, regulations, liabilities and Americans with Disabilities Act issues concerning volunteers; learn the principles and techniques of modern personnel administration and the laws/guidelines that apply to selection practices; learn techniques, tools and media formats used in recruiting and promoting programs; prioritize and organize a schedule; instruct and train others; express ideas clearly and concisely, verbally and in writing; use discretion and maintain the confidentiality of sensitive information; utilize tact and courtesy when dealing with people; work independently with a minimum of direct supervision, exercising judgment in the performance of duties; determine selection/dismissal decision based upon department policies and procedures; and establish and maintain effective working relationships with co-workers, supervisory personnel, the public and other agencies.

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